Author(s)	Sokoloski, Joseph A.
Title	Strategic PSYOP management a marketing management approach
Publisher	Monterey, California. Naval Postgraduate School
Issue Date	2005-03
URL	http://hdl.handle.net/10945/2248

This document was downloaded on March 14, 2014 at 11:49:57

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THESIS

**STRATEGIC PSYOP MANAGEMENT:
A MARKETING MANAGEMENT APPROACH**

by

Joseph A. Sokoloski III

March 2005

Thesis Advisor:	Roxanne Zolin
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REPORT DOCUMENTATION PAGE			*Form Approved OMB No. 0704-0188*
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1. AGENCY USE ONLY (*Leave blank*)	**2. REPORT DATE** March /2005	**3. REPORT TYPE AND DATES COVERED** Master's Thesis	
4. TITLE AND SUBTITLE: PSYOP Campaign Management: A Marketing Management Approach		**5. FUNDING NUMBERS**	
6. AUTHOR(S) Joseph A. Sokoloski			
7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) Naval Postgraduate School Monterey, CA 93943-5000		**8. PERFORMING ORGANIZATION REPORT NUMBER**	
9. SPONSORING /MONITORING AGENCY NAME(S) AND ADDRESS(ES) N/A		**10. SPONSORING/MONITORING AGENCY REPORT NUMBER**	
11. SUPPLEMENTARY NOTES The views expressed in this thesis are those of the author and do not reflect the official policy or position of the Department of Defense or the U.S. Government.			
12a. DISTRIBUTION / AVAILABILITY STATEMENT Approved for public release: distribution is unlimited		**12b. DISTRIBUTION CODE**	
13. ABSTRACT (maximum 200 words) United States Military Psychological Operations are engaged in a type of mass marketing of ideas. To accomplish this The United States Army Civil Affairs and Psychological Operations Command (USACAPOC) employs active and reserve PSYOP units to conduct PSYOP campaigns. However the methodology used to manage these campaigns often hinders the effective employment of timely and effective Psychological Operations. PSYOP has a difficult job to accomplish but PSYOP does not have the proper management tools and their national stakeholders do not understand the process. The opportunity derived from this study is to adapt principles of civilian marketing management to provide a framework and tools to develop PSYOP campaign management into a more efficient, target audience based mechanism.			
14. SUBJECT TERMS PSYOP, PSYOP Management, Strategic PSYOP, Strategic, PSYOP Management, Marketing			**15. NUMBER OF PAGES** 117
			16. PRICE CODE
17. SECURITY CLASSIFICATION OF REPORT Unclassified	**18. SECURITY CLASSIFICATION OF THIS PAGE** Unclassified	**19. SECURITY CLASSIFICATION OF ABSTRACT** Unclassified	**20. LIMITATION OF ABSTRACT** UL

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STRATEGIC PSYOP MANAGEMENT: A MARKETING MANAGEMENT APPROACH

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MASTER OF SCIENCE IN DEFENSE ANALYSIS

from the

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ABSTRACT

United States Military Psychological Operations are engaged in a type of mass marketing of ideas. To accomplish this The United States Army Civil Affairs and Psychological Operations Command (USACAPOC) employs active and reserve PSYOP units to conduct PSYOP campaigns. However the methodology used to manage these campaigns often hinders the effective employment of timely and effective Psychological Operations. PSYOP has a difficult job to accomplish but PSYOP does not have the proper management tools and their national stakeholders do not understand the process. The opportunity derived from this study is to adapt principles of civilian marketing management to provide a framework and tools to develop PSYOP campaign management into a more efficient, target audience based mechanism.

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I. INTRODUCTION

A. INTRODUCTION

United States Military Psychological Operations are engaged in a type of mass marketing of ideas. To accomplish this The United States Army Civil Affairs and Psychological Operations Command (USACAPOC) employs active and reserve PSYOP units to conduct PSYOP campaigns. However the methodology used to manage these campaigns often hinders the effective employment of timely and effective Psychological Operations. PSYOP has a difficult job to accomplish but PSYOP does not have the proper management tools and their national stakeholders do not understand the process. The opportunity derived from this study is to adapt principles of civilian marketing to provide a framework and tools to develop PSYOP campaign management into a more efficient, target audience based mechanism.

B. BACKGROUND
1. PSYOP Organization

United States Department of Defense PSYOP is conducted almost entirely by units under United States Army Special Operations Command (USASOC). USACAPOC is the sub-command responsible for all Psychological Operations units and their doctrine. There are currently three PSYOP groups under USACAPOC, one active duty group (4th Group) and two reserve groups (2nd and 7th Groups). These three groups combined are made up of about 3,500 soldiers, non-commissioned officers, officers, and civilian analysts. Out of these combined groups, only four battalions, with a total of less than 500 soldiers and civilians, conduct strategic PSYOP.

Current United States Psychological Operations doctrine focuses on campaigns and plans with the major focus being given to media and/or medium and their effects on the target audience. These products vary from loudspeaker broadcasts to television programs, movies, and face to face PSYOP.

These campaigns require long periods of time to be effective. However, these campaigns and the people that manage them often change on a regular short-term basis.

Thus the effects of these campaigns are often minimized or lost. The way in which campaigns are managed is also influenced by the political situation of the operation at hand. This can vary from the Task Force commander having approval authority to the extreme of the President withholding approval authority. In general there is a doctrine for campaign management but it is superficial and not followed.

2. Problems Derived from Stakeholders

If U.S. Army PSYOP is examined, it can be seen that there are many stakeholders who influence the operations of PSYOP. The major stakeholders include: the Task Force/Combatant commander, the country ambassador/Department of State, The host nation, The Department of Defense, and the Office of the President of The United States. Since the effects of PSYOP can not be contained to just the operational area these stakeholders tend to retain decision and development authority of campaigns that are supposed to be managed by the Psychological Operations Task Force (POTF). Basically the stakeholders define the operations with little study of the environment and process, thereby predetermining outputs. For the POTF to be effective it must be allowed to be in full control of defining the environment, development process, and ultimately the outputs. The control of this process by the stakeholders rather than the POTF means that the POTF can not manage its own campaigns. However, this does not mean that PSYOP does not try to manage the process. It means that PSYOP adapts its management techniques to satisfy the immediate wants of the stakeholders rather that satisfying the long-term stakeholder objectives through the target audience. This is the main problem that leads to mismanagement of PSYOP campaigns.

3. Marketing Principles

Marketing principles are numerous and lengthy. The concepts in this study will be at the basic marketing management level, which has a universal applicability in the corporate world. The principles included in this study are relevant to specific problems identified in PSYOP doctrine.

C. PROJECT OBJECTIVES

The objective of this project is to develop recommendations for U.S. Army PSYOP to use Marketing Management techniques for campaign management. This project will improve the tools available for both campaign management and the creativity of the PSYOP process in general. The deliverables will include a memorandum for recommendation on how to integrate the marketing techniques into PSYOP, and a field manual style instruction for the management of PSYOP campaigns.

D. SCOPE

This study will examine unclassified Psychological Operations campaign management. More specifically it will examine PSYOP campaigns focused on reconstruction and counter-insurgency/guerrilla operations. This study will not focus on psychological operations conducted by other agencies of the United States government nor will it study psychological operations in support of humanitarian missions or short duration missions such as non-combatant evacuation operations.

The marketing concepts evaluated will include Marketing Management principles used in advertising, and public relations. This study will not examine advanced marketing strategies designed for intra-market competition.

E. METHODOLOGY

The basic marketing concepts for this study will be attained from a general literature review. There are numerous, widely accepted sources of marketing campaign management available to support the research and recommendations

The psychological operations campaign management doctrine will be attained from Department of Defense official publications and standard operating doctrine from the 4th Psychological Operations Group.

The steps of this study are as follows:

1. Analyze and Identify limitations in U.S. PSYOP doctrine
2. Background literature review on marketing management

3. Identify marketing management principles that address U.S. PSYOP limitations.

4. Make recommendations for how to change U.S. doctrine to incorporate accepted and proven marketing management principles.

F.   ORGANIZATION OF THE STUDY

The study will be organized into the following chapters:

Chapter I: Introduction

Chapter II: Outline of current United States military PSYOP campaign management doctrine. This will include the identification of limitation in doctrine and practice.

Chapter III: Identification of Basic marketing management principles, which are relevant to U.S. military PSYOP.

Chapter IV: Recommended implementations of marketing strategies into U.S. doctrine, a hypothetical case study of recommended changes, and conclusion.

G.   CONCLUSION

U.S. suffers from a reduced ability to manage PSYOP campaigns. This study will identify accepted and proven marketing management concepts, which can improve the effectiveness of PSYOP doctrine, but the timeliness of the PSYOP process. This would improve U.S. military PSYOP capability to conduct timely and effective operations in the global environment.

II. THE CURRENT PSYOP SYSTEM

A. INTRODUCTION

Current U.S. PSYOP doctrine is governed by U.S. Public Law. Section 10 U.S. Code, Chapter 167, Presidential Executive Order S-12333, the Geneva conventions, the Hague Conventions, operation specific rules of engagement, FM 3-05.30, Psychological operations and FM 3-05.301, Psychological Operations, Tactics, Techniques and Procedures. For the purposes of this paper only the two Field manuals will be considered. These two publications, along with the 7-phase PSYOP process outline a process of marketing U.S. information towards a selected target audience. This chapter will summarize this doctrine as it applies to PSYOP campaign management. Before the doctrinal organization and operation of PSYOP can be examined, the PSYOP organization will be examined with a systems engineering approach.

B. THE PSYOP SYSTEM

This section will discuss current PSYOP systems, with recommendations for improvement. All PSYOP, from the POTF to the Psychological Operations Group (POG) is an open system. An open system is defined as a system that "must interact with the environment to survive; it both consumes resources [information] and exports resources [information] to the environment" (Daft, p.7). The PSYOP environment is defined by three major inputs: stakeholders, the target audience, and competitors. PSYOP then takes input from its environment and inserts it into the transformation process to produce outputs, which then are introduced to the environment. Once these outputs have had an effect on the environment the environment has changed and the refinement process begins.

C. THE ENVIRONMENT
1. Stakeholders

The stakeholders of PSYOP are not defined concretely in any law or doctrine. However, FM 3-05.30 states "The NCA [National Command Authority], through the

CJCS [Chairman of the Joint Chiefs of Staff], furnishes guidance, directs mission requirements, and executes strategic military PSYOP within the framework of interagency consensus. Geographic combatant commanders frequently enforce or execute strategic PSYOP by influencing foreign audiences to act IAW the goals and objectives of the strategic-level campaign" (DOD, p.4-2). Therefore, at a minimum, PSYOP stakeholders include the President of the United States, the Chairman of the Joint Chiefs of Staff (CJCS), the Department of State (DOS), and the Regional Combatant commander (COCOM). However, the list of stakeholders often includes the Secretary of Defense, the Central Intelligence Agency, Under-secretaries of Defense, Ambassadors, and Task Force commanders. Rather than a minimized stakeholder input there is often a multi-pronged input approach, as the following figure demonstrates.

Problem: Lack of clearly defined stakeholders/approval authority.
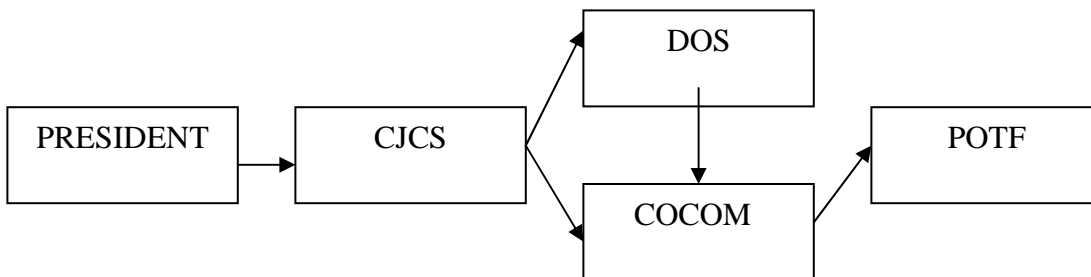
Figure 2-1.   Minimum Stakeholder Input
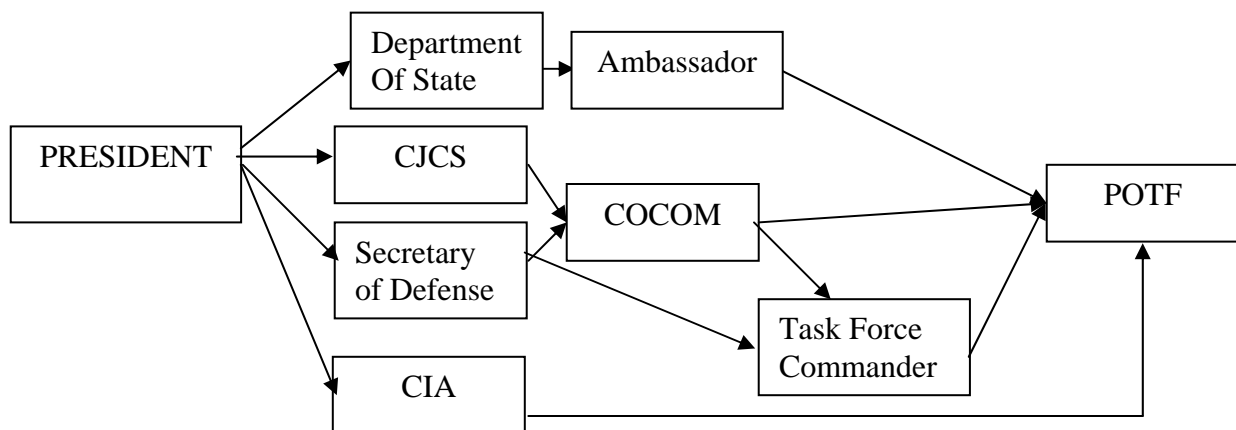
Figure 2-2.   Multi-pronged Stakeholder Input

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2.   Target Audience

The target audience is defined by the operation being conducted. This is done with a Target Audience Analysis (TAA). While there are a number of factors into dividing the target audience in targetable units, everyone who interacts with the PSYOP product is considered the target audience for this system analysis. This group is important to defining the environment as they will drive the objectives of the stakeholders as well as direct the production and continuous revision of PSYOP products.

3.   Competitors

The third component of the PSYOP operating environment is competing propagandists and international media. Whether either is deliberately or unintentionally countering PSYOP products, the acts of these competitors must be taken into account to define the boundaries of the operating environment. With the globalization of information networks, the PSYOP operating environment becomes more complex.

D.   TRANSFORMATION PROCESS

The transformation process is the where the POTF analyzes the stakeholder objectives and defines the target audience, and then decides what products to produce and how to produce them. This process is regulated by FM 3-05.301. The POTF develops an overall mission statement and then divides them into PSYOP Objectives (PO). Each PO has Supporting PSYOP Objectives, which in turn are supported by a target audience specific series, and finally the product. See Figure 2-3.
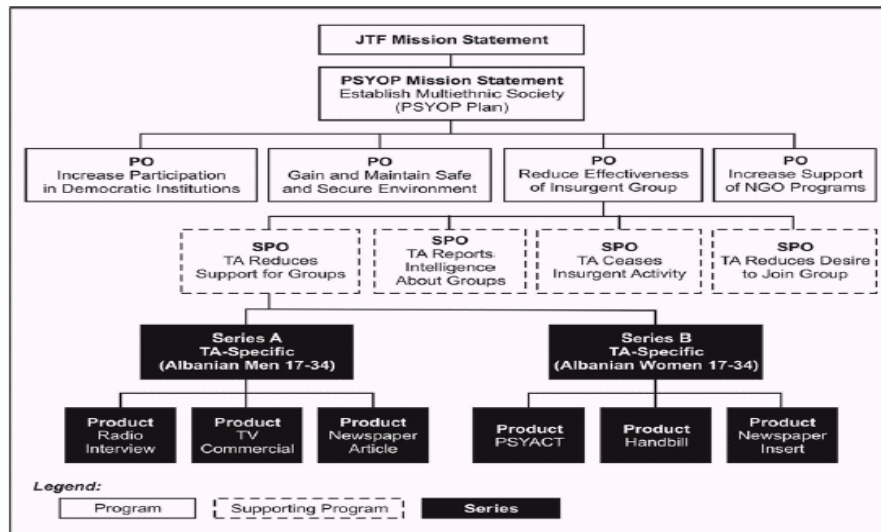
Figure 2-3. PSYOP Process (DOD, FM 3-05.301, p.6-12)

E. OUTPUT

Output is the physical production of product and ultimate delivery of the product to the target audience. In PSYOP terms, the term "product" includes numerous types of printed media (i.e. leaflets, stickers, handbills, newspapers, graffiti, billboards, magazines), physical objects (i.e. toys, sports equipment, food, durable goods), broadcast programs (radio, television, movie), Internet, and face to face communication. The decision on which product to produce lies within an examination of the target audience itself. Once these products are produced, they are distributed by a number of means to include: aerial drop, handout, contracted media stations, loudspeaker, or U.S. broadcast. Once the target audience has received the product, an analysis of the product's effects must be done and, if needed, the product will be changed and then re-distributed to the target audience. This process is repeated until the PO has been achieved or it has been abandoned.

F. THE PSYOP PROCESS

As stated earlier, the PSYOP process is regulated mainly by 3 documents: FM 3-05.30 *Psychological Operations*, FM 3-05.301 *Psychological Operations, Tactics, Techniques, and Procedures*, and the 7-phase PSYOP Process. FM 3-05.30, *Psychological Operations,* lays the foundation for PSYOP within U.S. operations. FM 3-

05.301, *Psychological Operations, Tactics, Techniques, and Procedures*, is a guide for how PSYOP should be conducted by PSYOP forces. The 7-phase PSYOP process is the accepted process of developing PSYOP products.

G. FM 3-05.30, PSYCHOLOGICAL OPERATIONS

This manual is designed as an integration guide for PSYOP within Army operations as a whole. The manual is prefaced with the following statement: "Field Manual (FM) 3-05.30 is the keystone publication for psychological operations (PSYOP) principles. It is directly linked to, and must be used in conjunction with, the doctrinal principals found in FM 3-0, *Operations;* FM 100-6, *Information Operations*; FM 100-25, *Doctrine for Army Special Operations Forces*; and Joint Pub (JP) 3-53, *Doctrine for Joint Psychological Operations.* It illustrates how PSYOP forces function for the supported commander and impact on the operating environment. This manual explains PSYOP fundamentals, unit functions and missions, command and control (C2) capabilities, and task organization. It also describes the PSYOP planning procedures, the employment of forces, and the intelligence and logistics support operations for PSYOP. FM 3-05.30 provides the authoritative foundation for PSYOP doctrine, training, leader development, organizational design, material acquisition, and soldier systems" (DOD, p. v). While numerous topics are covered in this FM, only those relating directly to PSYOP campaign management will be discussed.

1. Authority and Operating Environment

Chapters one and two of FM 3-05.30 cover the authority for conducting military PSYOP and the national and international security environment. Chapter one focuses on the authority of PSYOP. Under direction of the Secretary of Defense, PSYOP forces are placed under the combatant command of the supported geographic commander. However, the senior PSYOP commander may be designated as a functional component commander directly subordinate to the COCOM or the Task Force commander. PSYOP forces can also work directly for the President, CJCS, U.S. ambassadors or other governmental agencies (OGA). The DOS controls all information and product approval authority until the PSYOP plan has been approved for execution.

Product approval authority is the ability to approve a PSYOP product for dissemination. By U.S. policy, the product approval authority can be no lower than the task force commander. However, due to the political implications of public statements this authority is often held at a much higher level. See figure 2-4. As shown in the stakeholder analysis, this segregation in authority can lead to an ineffective analysis of stakeholder objectives. If the task force commander assigns objectives, but can not approve products to support the objectives, the POTF may be trying to support objectives at the wrong level. Conversely, if the President is approving products for a task force objective, the President may not understand the nuances of the problem at the task force level. In short, the authority for PSYOP is segmented and does not always coincide with the supported operational plan. A more defined system of stakeholders and authority is needed.

Problem: Lack of clearly defined stakeholders/approval authority

Problem: A possible subjugation of strategic PSYOP goals to operational combat plans.

The NCA, Combatant CINC, U.S. Country Team, and JFC can approve PSYOP themes, messages, and products.

NCA
- Product approval
- Directive authority

CJCS
- Advises NCA on product approval policy
- No directive authority

CINC
- Product approval authority
- May exercise COCOM / OPCON of POTF

JFC
- Themes, objectives, and product approval authority when authorized by NCA and CINC
- Exercises OPCON of POTF

Service or Functional Commander
- No product approval authority
- Exercises ADCON of attached PSYOP units

Maneuver Commander
- May request product approval authority consistent with approved themes and objectives
- May exercise OPCON of attached PSYOP units

Country Team
- OP3 themes, objectives, and product approval authority
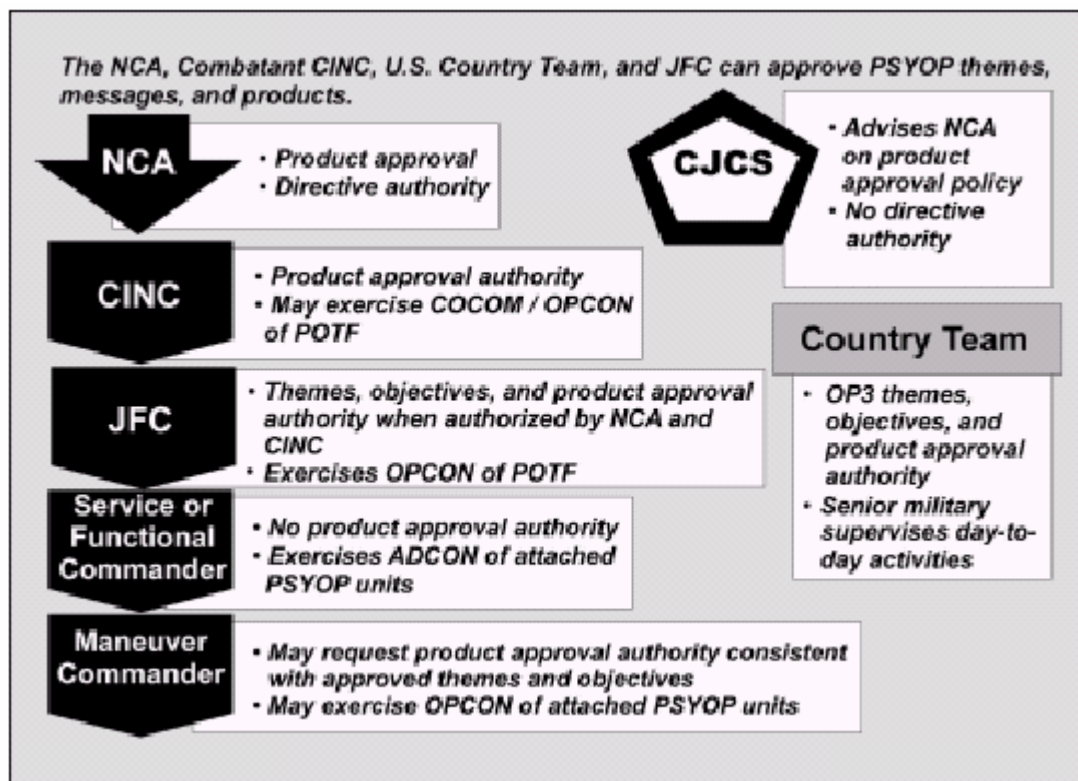- Senior military supervises day-to-day activities

Figure 2-4.   Product Approval Authority (From DOD, p. 1-9)

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FM 3-05.30 Chapter two attempts to define the PSYOP operating environment. However, it does little more than state that the operating environment has changed since the end of the cold war. The manual identifies regional challenges, a pervasive media environment and asymmetric threats as the new challenges to the operating environment.

Regional threats include the following:

> The threat of coercion and cross-border aggression against U.S. friends and allies by nations with significant conventional forces remains a significant threat in East and Southwest Asia. In Europe and Africa, ethnic conflict, failing states, and cultural nationalism (tribalism) are strong damaging agents that have led in the recent past to civil chaos, large-scale migrations and genocide. In the Western Hemisphere, threats to legitimate democratic governments, mass migrations, and border disputes have threatened regional stability (DOD, p. 2-1, 2-2).

While some of these regional threats are legitimate, the manual does not address non-state actors and their attempts at information networking. Clearly, with the advent of the Internet as a propaganda tool, these threats are far more than regional, they are international if not global.

The pervasive media environment is given passing mention, and then slightly out of context of the PSYOP operating realm. "An important component of the post-Cold War security environment is the international news media. Supported commanders no longer have the luxury of considering their commands' actions solely in a military light. They must now greatly consider how the actions of the force are perceived by various publics, foreign and domestic. Of great consideration is the reluctance of the American people to accept casualties in operations that they feel are not vital to the survival of the nation" (DOD, p. 2-2). This four-sentence paragraph does vary little to define the media operating environment. It leaves out any mention to how the media impacts operations, does not distinguish between foreign and domestic media, does not discuss the speed at which media can affect an operation, and does not discuss non-news media that have a propaganda stake in operations. More over, this section seems to be based mostly on domestic audiences and their perceptions of U.S. operations. While this has an impact, it is completely out of the PSYOP realm, since targeting U.S. citizens in anyway is strictly forbidden by the PSYOP charter. This section of the manual should be directed to how

media influences the target audience and the unintentional audiences in the operational area.

Asymmetric threats are perhaps the most dangerous risk to PSYOP. The manual considers these threats to be proliferation of WMD, terrorism, and attacks on U.S. information systems and infrastructure. The most curious sentence of this section reads "Also, as recent history has shown, PSYOP peer competitors exist today" (DOD, p.2-2). Competitors to PSYOP are nothing new; they have been around as modern war has. At the very latest, Japan and Germany used counter-propaganda in World War II. This shows that there is ignorance to clearly defining competitors and their message.

Problem: A lack of competitor analysis integration into the management process.

2.   Psychological Operations Principles

FM 3-5.30 lists seven operating principles. However, in discussion and definition the FM does little to describe how to integrate the principles into campaign management. The seven principles are:

1. Influence
2. Access
3. Centralized Control and Decentralized Execution
4. Task Force Organization
5. Psychological Impact
6. Integration
7. Synchronization

Influence is defined as the ability to cause the target audience to take or not take an action.

Access refers to the PSYOP commander's ability to reach directly to the senior supported commander, which would allow the PSYOP commander to internalize the supported commanders objectives. However, if the supported commander is not the approval authority, the PSYOP commander is internalizing the goals of the wrong stakeholder. The PSYOP commander must have access to the approval authority.

Centralized control and decentralized execution refers to the approval authority controlling the development of the products in accordance with stakeholder objectives

and allowing sub-units to request products which fall in line with these objectives . This is not decentralized execution in its true meaning. Without PSYOP having the ability to manage their own campaigns, they will be conducting advertising instead of marketing.

Psychological impact refers to the PSYOP commander being responsible for evaluating all the actions of the supported force and what the psychological impact will be. This action is comparable to functions that marketing managers and public relations experts fill in the business world. However, this is rarely done in military execution.

Integration is integrating PSYOP at all levels of operations, from Tactical to Strategic. It is important to integrate PSYOP in all planning as actions taken by combat forces have a severe impact on the overall influence that the U.S. has with the target audience.

Synchronization is timing; applying the right PSYOP at the right time to accomplish the objectives. Not only does the PSYOP need to be applied at the right time but the operational plans must be synchronized with the PSYOP to maximize overall results

Problem: A possible subjugation of strategic PSYOP goals to operational combat plans.

3. **PSYOP Planning**

FM 3-05.30 lists a specialized 17-step MDMP process as the standard for PSYOP planning. See Figure 2-5. With the exception of PSYOP specific intelligence requirements and step 7 (explain the risks of implementing PSYOP), this process is the same as any military planning process. The manual also briefly discusses counter-propaganda planning which is similar to marketing competitor analysis, however, it does not fully integrate it into the planning process.

FM3-05.30 is a superficial study of Psychological Operations in the military operational environment. It does little to integrate unique factors of marketing or military psychological operations into Army-wide generic planning procedures. Its supplemental manual FM 3-05.301 goes into more specifics on the operations of PSYOP.
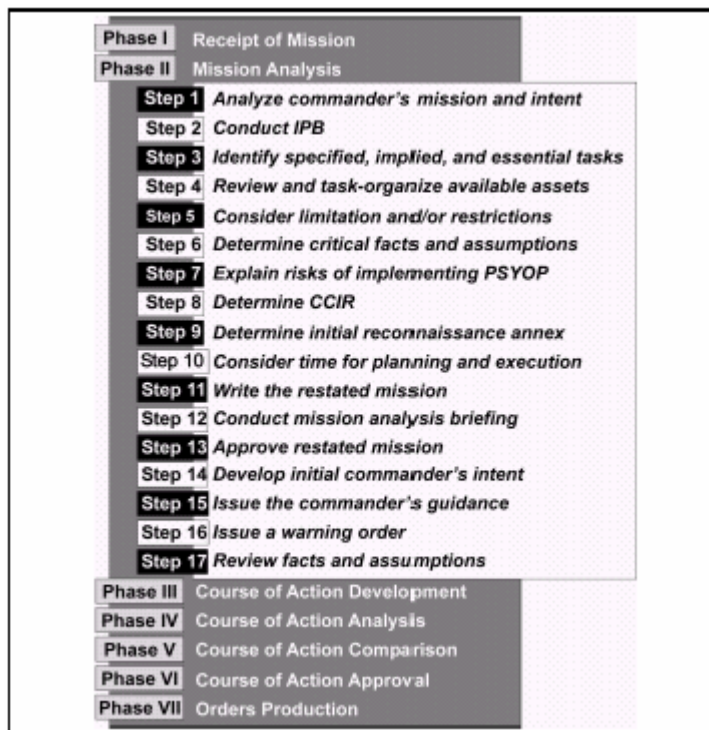
| Phase I | Receipt of Mission |
| Phase II | Mission Analysis |

Step 1	Analyze commander's mission and intent
Step 2	Conduct IPB
Step 3	Identify specified, implied, and essential tasks
Step 4	Review and task-organize available assets
Step 5	Consider limitation and/or restrictions
Step 6	Determine critical facts and assumptions
Step 7	Explain risks of implementing PSYOP
Step 8	Determine CCIR
Step 9	Determine initial reconnaissance annex
Step 10	Consider time for planning and execution
Step 11	Write the restated mission
Step 12	Conduct mission analysis briefing
Step 13	Approve restated mission
Step 14	Develop initial commander's intent
Step 15	Issue the commander's guidance
Step 16	Issue a warning order
Step 17	Review facts and assumptions

Phase III	Course of Action Development
Phase IV	Course of Action Analysis
Phase V	Course of Action Comparison
Phase VI	Course of Action Approval
Phase VII	Orders Production

Figure 2-5.   MDMP Process (From DOD, p. 7-5)

H.   FM 3-05.301, PSYCHOLOGICAL OPERATIONS, TACTICS, TECHNIQUES, AND PROCEDURES

FM 3-05.301 is far more in depth on how to conduct PSYOP. The examination of the manual will only cover items involved with the campaign management, and will not cover areas that mirror FM 3-05.30. The six areas to be reviewed are:

1. Intelligence Preparation of the Battlespace
2. PSYOP Planning Process
3. Target Audience Analysis
4. PSYOP Development
5. Evaluation of Product effectiveness
6. Propaganda Analysis and Counter-propaganda

1.   Intelligence Preparation of the Battlespace

FM 3-05.301 makes the distinction between target audience analysis and intelligence preparation of the battlespace (IPB). IPB is focused on the broader military situation but also includes broad target sets, demographic information, and broad cultural practices. This process is divided into four steps with PSYOP specific tasks. These steps

are: define the battlespace environment, describe battlefield effects, evaluate the threat, and determine threat courses of action.

In defining the battlespace environment PSYOP (along with the G2) is tasked to identify weather, terrain, infrastructure, and potential target audiences within the AOR. Describing the battlefield effects tasks PSYOP to analyze weather and terrain and how they will affect dissemination of products. This step also includes an analysis of the information environment and media outlets in the area of operations. Planners must identify which outlets are available for friendly use and which are used by opponent forces. However, the manual makes no mention of defining non-player media outlets that disseminate information for profit or beliefs, rather than partiality. Such outlets are the broadcast and print news media as well as Internet sites, which seek to portray their opinion. Step three, evaluate the threat, is a propaganda analysis of competing forces within the AOR. However, with global terror networks this analysis needs to be enlarge to include propaganda from outside the AOR. The final step, is a culmination of the three previous steps. "This information taken together allows the PSYOP force to modify behavior and counter other information to achieve PSYOP and, ultimately, supported commander objectives. In short, the IPB process allows commanders to make informed decisions that ensure mission success" (DOD, p.3-3). This section goes on to cover specifics on what intelligence to collect to support the PSYOP campaign. However, there is no tool or reference on how to tie all the information together.

Problem: .A lack of competitor analysis integration into the management process.

2.   PSYOP Planning Process

This section of the field manual continues to reiterate the administrative planning process from FM 3-05.30. While there are PSYOP specific planning tools they are directed toward integration into the operational plan and not the success of the PSYOP campaign based on stakeholder objectives. To further the confusion of the identity of stakeholders and their ability to change products the manual includes the following flow chart. This process clearly violates PSYOP's ability to develop effective campaigns through effective research. The ability of numerous sub-stakeholders to change and

approve programs without an understanding of the PSYOP situation leads to ineffective and delayed PSYOP campaigns.

Problem: Lack of clearly defined stakeholders/approval authority.

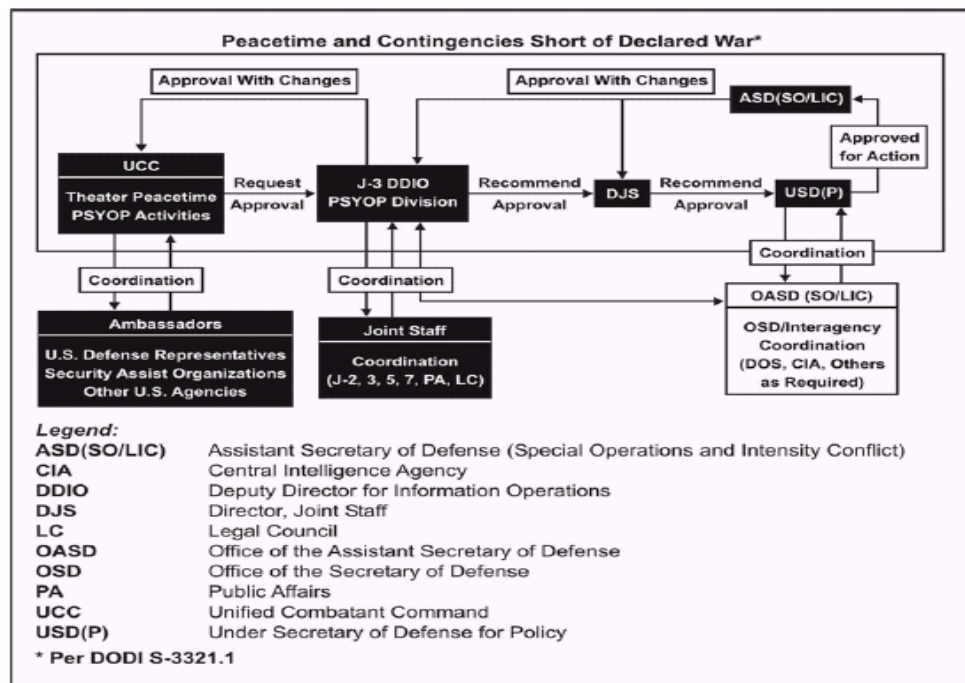**Problem:** A possible subjugation of strategic PSYOP goals to operational combat plans.

Figure 2-6.   Program Approval Process (DOD, p.4-29)

3.   Target Audience Analysis

The target audience analysis (TAA) section of the manual is quite in depth and well developed. It includes in depth analysis of aspects that affect target audiences as well as discussing Maslow's hierarchy of needs (see figure 2-7) and how target audiences conduct needs satisfying. However this process is only developed to support supporting PSYOP objectives (SPO) and not stakeholder objectives or the campaign as a whole.

> TAA is a detailed, systematic examination of PSYOP-relevant information to select TAs that can accomplish a given SPO. The purpose of TAA is to determine how to persuade one TA to achieve one SPO. It is not an overview of a TA and will not cover all aspects of the TA. This analysis is extremely precise research designed to determine how to elicit a specific response from a specific TA (DOD, p.5-1).

Maslow's hierarchy is also only one of many methods used to understand target audience behavior, using only Maslow as a reference leads to a shallow understanding of human behavior.
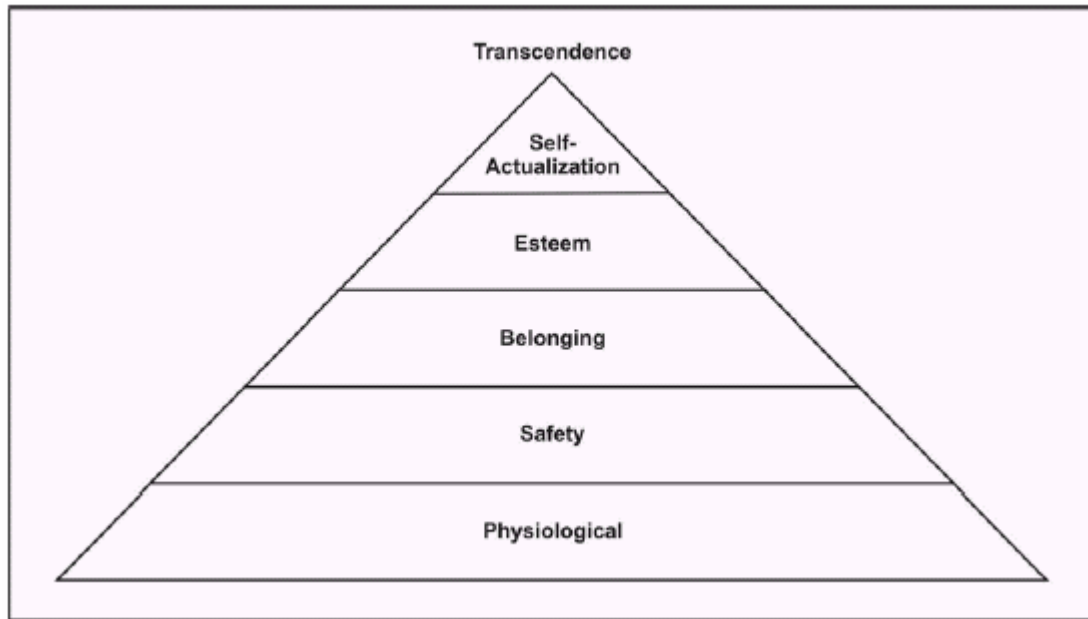

Figure 2-7.   Maslow's Hierarchy of Needs

4.   PSYOP Development

This section of the manual includes the segregation of responsibilities to sub-sections of PSYOP, but more importantly this is the section that discusses PSYOP campaign (plan) management. The PSYOP campaign is developed to support the supported unit's mission. This is a major source of PSYOP failure as the supported unit is often focused at the operational level, while PSYOP stakeholder objectives are linked to not only operational objectives, but strategic as well. Figure 2-8 is the source for all PSYOP campaign management. This figure demonstrates the major failures of campaign management. It only examines POs, SPOs, and products in a vacuum. This causes the campaign management to focus on products rather than achieving stakeholder objectives. It does not take into account the need to constantly evaluate changing conditions in the area of operations, or changing attitudes and behaviors of the target audience. Competitor products, non-player products, and unintentional audiences are omitted all together. The section goes on to describe the product numbering process, developing a

series of products and how to distribute products. This manual is clearly focused on managing PSYOP campaigns through managing products versus management by objective.

Problem: A possible subjugation of strategic PSYOP goals to operational combat plans.
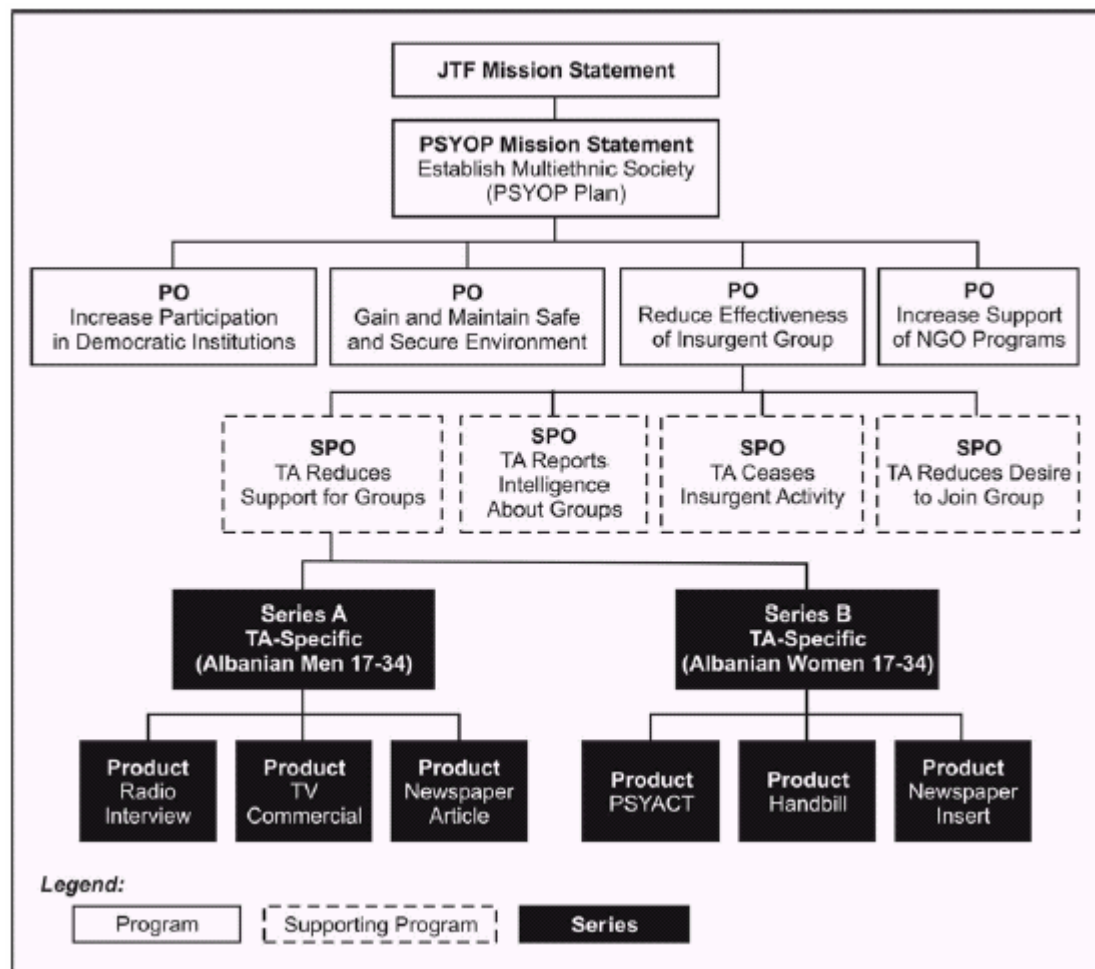

Figure 2-8.   Example PSYOP Campaign/Plan (DOD, p.6-12)

5.   Evaluation of Product Effectiveness

FM 3-05.301 covers product effectiveness, not campaign effectiveness. Measures of effectiveness or MOE (indicators that a TA is changing their behavior) are discussed briefly. However, measures of effectiveness are essential to defining the accomplishment of stakeholder objectives through PSYOP means. Focusing on the effectiveness of individual products leaves the POTF chasing a magical product, which can accomplish

the objectives. However, it is an integration of the entire campaign and all products that accomplishes the objective.

Problem: Product centric focus.

6.   Propaganda Analysis and Counter-propaganda

FM 3-05.301's version of competitor analysis is propaganda analysis and counter-propaganda. Propaganda is defined by the manual as follows: "Propaganda is intentionally incorrect or misleading information directed against an adversary or potential adversary to disrupt or influence any sphere of national power—informational, political, military, or economic"(DOD, p.11-3). The section focuses on propaganda analysis as a separate process from campaign management. It also approaches the analysis on a product level basis. This leads to three major problems in competitor analysis. First the assumption that all competitor PSYOP is propaganda, not all enemy information is misleading, it may just be negative truthful information. Second, competitor analysis can not be a separate process from campaign management. Having a separate process unlinks the management timeline and the information may not be available for decisions. Also it disconnects the competitor from the decision making process. Finally, analyzing products rather than analyzing competitor campaigns leads to the same PSYOP myopia that affects the U.S. PSYOP campaign management process. Individual products are not the complete goals of the competitor, and therefore the competitor's ultimate goal goes undiscovered and unchallenged.

Problem: No definition of competitive strategies to counter competitors

Problem: No balance of competitor/target audience orientation.

Problem: A lack of competitor analysis integration into the management process.

I.   THE 7-PHASE PSYOP PROCESS

The 7-phase PSYOP process is the PSYOP accepted process of managing PSYOP campaigns. This process is adapted from FM 3-05.30 and FM 3-05.301 as well as operating experiences. The official 7-step process, as per the John F. Kennedy Special

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Warfare School Department of Training and Doctrine, can be seen in annex 1. The seven steps of this process are:

Phase 1 – PSYOP Plan Development and Management
Phase 2 – Target Audience Analysis
Phase 3 – Conduct Series Development
Phase 4 – Product/Action Development and Design
Phase 5 – Approval Process
Phase 6 – Production, Distribution, and Dissemination
Phase 7 - Evaluation

1.   PSYOP Plan Development and Management

This process as written by Kellogg (see appendix 2) views the PSYOP campaign as only a plan, subordinate to the campaign of the supported commander. However, as stated earlier, the supported commander is rarely the stakeholder and does not operate at the strategic level, therefore operating as subordinate to his campaign may not satisfy the true stakeholders' objectives. This process views campaign management as per figure 3-8. Again the PSYOP objectives are the center of planning instead of the stakeholder objectives. This process is done in a vacuum in regards to the competitors and non-player media in the operational area. With regards to measures of effectiveness, this process is skewed in that it does not focus on PSYOP achievable effects to judge the effectiveness. Often there are numerous factors involved in changing a target audience's behavior. It is very hard to correlate these behaviors with only one cause, unless the PSYOP is specifically linked to a particular behavior for which no other actor can account.

Problem: A subjugation of strategic PSYOP goals to operational combat plans.

Problem: A lack of competitor analysis integration into the management process.

2.   Target Audience Analysis

Target audience analysis, Phase 2, is focused on printed media and broadcast programs without respect for competitors. For PSYOP to be successful it must be a combination of interpersonal (guerrilla) PSYOP, printed media, broadcast and other more technologically advanced products. To focus the TAA on only a portion of these will lead to the development of only a portion of these and therefore an incomplete PSYOP campaign. Again this process is conducted in a vacuum with respect to competitors and

target audience interaction. It must be understood how these audiences interact with each other to understand the complexities of influencing them. There may be a key audience that influences all others or there may be an audience that changes other audiences' behavior to the opposite of theirs. Until this and competitor analysis is included, the TAA process is myopic.

Problem: No balance of competitor/target audience orientation.

Problem: A lack of PSYOP communications mix.

3.   Conduct Series Development

Phase 3, series development, is the point where the PSYOP product takes over as the priority versus the objectives of the stakeholders. This attention to development and distribution of products diverts the focus from influencing the target audience to playing the product approval game. This is due in part to the segmented product approval chain as described earlier in the chapter.

Problem: Product centric focus

4.   Product/Action Development and Design

Product action development/design shows the predication of the process towards coming up with a magic physical product design. This process is also focused on print and broadcast media, with no regard for guerrilla marketing techniques. This step leads PSYOP further down the path towards product myopia.

Problem: Product centric focus

Problem: A lack of PSYOP communications mix

5.   Approval Process

Phase 5 is the approval process. There is internal as well as external product approval. The internal process is self-inflicting and can vary greatly between operations and units. The external process involves simultaneous staffing to multiple agencies and actors. This process is counter-productive, as the stakeholders should be the only ones who have any need to approve a product. Even with the ability to approve or disapprove a product, the stakeholder should not be able to change the product based upon his or her reaction to the product, as he/she is not a member of the targeted audience.

Problem: Lack of clearly defined stakeholders/approval authority.

6. Production, Distribution, and Dissemination

Production, distribution, and dissemination focuses on channels of communication available to the target audience. While PSYOP has had relative success in this area, it is focused on physical or audible products and ignores the need for interpersonal PSYOP.

Problem: A lack of PSYOP communications mix

7. Evaluation

Phase 7, evaluation, is focused on products and how they affected the target audience. This once more leads to the product myopia. The evaluation phase should not only examine individual products, but it must tie in the interaction of all PSYOP that interact to make the PSYOP campaign. No one product alone can influence someone to change their behavior.

This 7-phase process is definitely more focused on PSYOP management than the manuals alone. However, this process has the same product myopia as the two field manuals do. These resources lead PSYOP planners to think in a vacuum when their product is released into an environment with multiple influences that affect the ability of the product to change the target audience's behavior.

Problem: Product centric focus.

J. CONCLUSION

It is clear from these resources that there are several problems that exist in the PSYOP planning process. These problems include but are not limited to:

1. Lack of clearly defined stakeholders/approval authority.
2. A possible subjugation of strategic PSYOP goals to operational combat plans.
3. A lack of competitor analysis integration into the management process.
4. No balance of competitor/target audience orientation.
5. No definition of competitive strategies to counter competitors.
6. A lack of PSYOP communications mix.
7. Product Centric Focus.

The following chapter will examine basic marketing principles (doctrine). These principles are the basis for the recommendations to fix the aforementioned problems.

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III. MARKETING

"Marketing is the process of planning and executing the development, pricing, promotion, and distribution of goods and services to achieve organizational goals" (Finch, p.1).

"Psychological Warfare – The planned use of propaganda and other psychological actions having the primary purpose of influencing the opinions, emotions, attitudes, and behavior of hostile foreign groups in such a way as to support the achievement of national objectives"(DOD, FM3-05.30, p. Glossary-18).

A.   INTRODUCTION

In the following chapter, the principles of marketing will be discussed as applicable to military PSYOP. Neither marketing nor PSYOP is a scientific process. Kenneth Hutchinson states:

> There is real reason, however, why the field of marketing has been slow to develop a unique body of theory. It is a simple one: marketing is not a science. It is rather an art or a practice, and as such more closely resembles engineering, medicine, and architecture than it does physics, chemistry or biology. The medical profession sets us an excellent example, if we would but follow it; its members are called "practitioners" not scientists. It is the work of physicians, as it is of any practitioner, to apply the findings of many sciences to the solution of problems . . . .It is the drollest travesty to relate the scientist's search for knowledge to the market research man's seeking after customers. (Hunt, p.15)

While neither marketing nor PSYOP is a completely scientific process, the principles of marketing are a time and profit proven method for getting a target market to do what the stakeholders wish. While not all marketing principles apply to PSYOP, a large portion of them are directly transferable to military doctrine with a few adjustments.

The first major difference that must be noted is that marketing is a profit-based and organizational growth based system. This gives the stakeholders and the marketing agent a clear method of evaluating the effectiveness of both the stakeholders' products and the marketer's campaign. PSYOP does not have a clear-cut measure of effectiveness such as profit. PSYOP's stakeholders also do not have a clear-cut tangible product to

market either.   Therefore the military process is closest to services or information marketing.

There are many other differences between military PSYOP and marketing. Included in these are the following; PSYOP does not have permanently defined stakeholders, marketing does. PSYOP does not have easily defined competitors. PSYOP often markets to individuals severely resistant to its message. Even though there are substantial differences, the underlying process, selling your product or service to a target market is still the same. There are many aspects between the two that are comparable. Both have stakeholders, an objective strategy, a marketing strategy, a product, a price, promotional strategies, and distribution strategies. Figure 3-1 illustrates how these characteristics compare. This chapter will view how marketing principles can be applied to the following seven problems identified from the previous chapter:

1. Lack of clearly defined stakeholders/approval authority.
2. A possible subjugation of strategic PSYOP goals to operational combat plans.
3. A lack of competitor analysis integration into the management process.
4. No balance of competitor/target audience orientation.
5. No definition of competitive strategies to counter competitors.
6. A lack of PSYOP communications mix.
7. Product centric focus.

B.   CORE CONCEPTS AND FUNCTIONS OF MARKETING

The six primary marketing functions, as defined by Finch, are very similar to the PSYOP process. These functions are:

1. " Environmental Analysis
2. Consumer Analysis
3. Product Planning
4. Price Planning
5. Promotion Planning
6. Physical Distribution (Place) Planning" (Finch, p.2)

	Corporate	PSYOP
Stakeholders	Investors, Management, Customers	NCA, Combat Commander, DOS, OGA
Objective Strategy	Market Share, Profit, Corporate Growth/Survival	National Strategy, Military Strategy, Information Strategy
Marketing Strategy	Consumer-based, Competitor-Based, Product Based	Target Audience-based, Enemy-based, Military-based
Product	Consumer, Industrial, Business, Services	Security, Democracy, National Objectives
Price	Cost-based, Demand-based Competition-based	Freedom-based, Security-based, Cultural-based
Promotion	Advertising, Public Relations, Personal Selling	Info Campaign, Public Affairs, Military Interaction
Distribution	Push, Pull	Military Info Channels, Indigenous, Third Party

Figure 3-1.   Corporate/PSYOP Comparison

1.   Marketing Environment Analysis

The marketing environment includes all factors that influence the organization's ability to influence their target market. (see figure 3-2) These factors include actors and conditions within the environment.   Stakeholders, distributors, target audience, and anyone involved in the overall production or distribution of the products, are all actors in the environment.   There are six sub-environments, which influence the actors within the environment.   Kotler   defines   these   as   "demographic   environment,   economic environment,   natural   environment,   technological   environment,   political-legal environment, and social-cultural environment" (Kotler, p.11).   These   are   all   similar characteristics of a target audience analysis.

Figure 3-2.   The Marketing Environment (From Kotler & Armstrong, p107)

2.   Consumer Analysis

Consumer analysis is the direct translation of military target audience analysis. Within the consumer analysis the organization must study what influences the consumer to accept their product. These factors include political, social, economic, cultural, and technological influences. See Figure 3-3. These factors must be understood in order to know how to sell to the target audience.
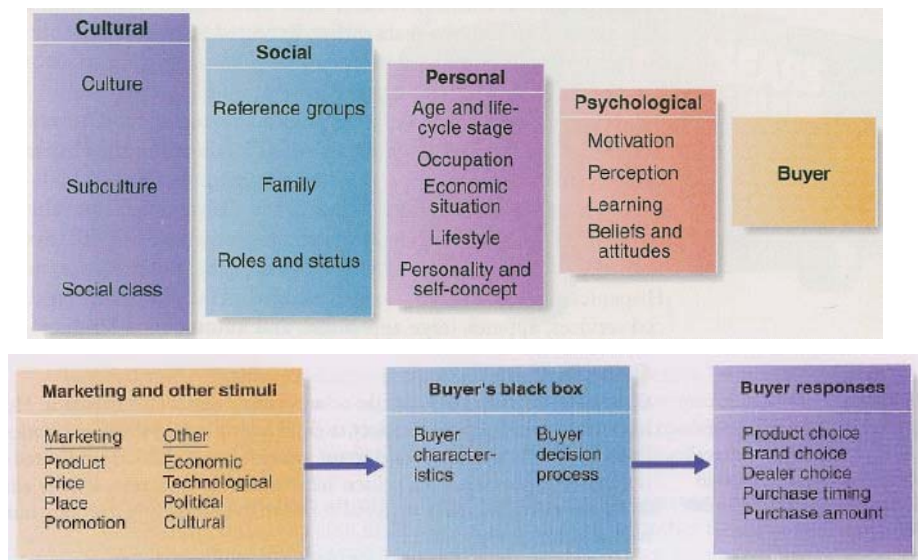
Figure 3-3.   Consumer Behavior (From Kotler & Armstrong, p. 179)

3. Product Planning

Product planning is the process of tailoring the stakeholder's product to the target audience that will buy the product. This is the difference between the selling concept and the marketing concept. (See Figure 3-4)

Figure 3-4.   Selling vs. Marketing (From Kotler & Armstrong, p. 13)

This concept is very important in the integration of PSYOP into operational campaigns. If PSYOP is used only to promote the operational commander's goals without tailoring his operations to the target audience, then PSYOP is just selling a product that the target audience may not want, need, accept, or understand. As in marketing, it is important that the operations are planned with respect to the target audience.

4. Price Planning

Price planning is the process of developing a price the consumer pays in relation to profit and competitor prices. There are numerous price strategies involved in financial based marketing. However, when it comes to PSYOP, price is an abstract notion. Price could mean freedom, power, or even death. PSYOP can not control the price a target audience pays when complying with a PSYOP objective, but PSYOP must understand this price and ensure the target audience understands the value of the action versus the price.

5. Promotion Planning

Promotion planning is the communications mix. Marketing is not only television and print ads. It also includes public relations, sales promotion, personal selling, direct marketing, and guerrilla marketing. PSYOP is also an integration of multiple type of promotion, however PSYOP has become a victim of Product Myopia and therefore focuses on the advertising aspect of promotion.

6. Physical Distribution Planning

Physical distribution planning is how the product is delivered or made available to the people. Whether it is sold on the Internet, in retail stores, or in consumer to consumer networks, or any combination thereof. This is important to PSYOP, as it is necessary to examine the most profitable means of influencing the target audience. This is an area where PSYOP is fairly knowledgeable.

C. LONG TERM VS. SHORT TERM MARKETING

Marketing is a time consuming process. Results are not expedient as target audiences often take time to accept a product. Figure 3-5 illustrates how target audience adaptation occurs.
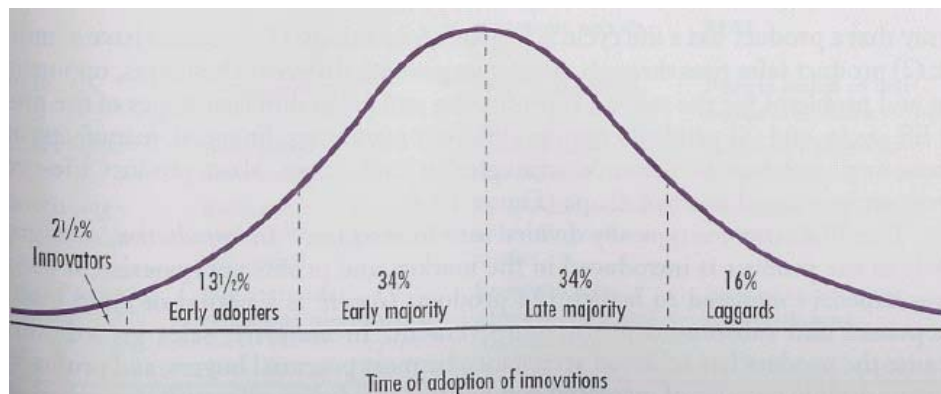
Figure 3-5.   Product Adoption Curve (Kotler, p.197)

Short-term marketing is geared toward short-term goals with little concern for the long-run effects on the market. However, for long-term oriented goals, one must understand the product adoption life cycle. This cycle has five stages: product

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development, introduction, growth, maturity and decline. Often PSYOP campaigns do not make it past the introduction stage into the growth stage due to a lack of understanding of the adoption life cycle. Kotler and Armstrong state that the introduction stage is takes time and sales growth is apt to be slow. They go on to state the benefit of pursuing the long term vs. the short term.

> A company, especially the market pioneer, must choose a launch strategy that is consistent with the intended product positioning. It should realize that the initial strategy is just the first step in a grander marketing plan for the product's entire life cycle. If the pioneer chooses a launch strategy to make a "killing", it will be sacrificing long-run revenue for the sake of short-run gain. As the pioneer moves through later stages of the life cycle, it will have to continuously formulate new pricing, promotion, and other marketing strategies. It has the best chance of building and retaining market leadership if it plays its cards correctly from the start. (Kotler & Armstrong, p.332).

D. LACK OF CLEARLY DEFINED STAKEHOLDERS/APPROVAL AUTHORITY

In the corporate world, it is the responsibility of the executive management to develop clear and focused organizational goals. These goals are consistent with every aspect of the organization. Research and development, sales, manufacturing, distribution, and all other aspects of the company must share the same goals. It is marketing's job to take these goals and integrate them into the marketing plan. While organizational structures vary the development of goals and authority for marketing plan approval must be vested in a clearly defined central authority.

> Who writes the marketing plan? In many organizations, the marketing plan is written by the marketing manager, brand manager, or product manager. Some organizations develop marketing plans through committees. Others will hire professional marketing consultants to write the marketing plan. However, most firms assign the responsibility for planning at the level of a marketing vice-president or marketing director.

> The fact that most marketing plans are developed by top managers does not necessarily refute the logic of having the brand or product manager prepare the plan. However, except in small organizations where one person both develops and approves the plan, the authority to approve the marketing plan is typically vested with upper level executives…

In most cases, *final* approval authority lies with the president, chairman, or CEO of the organization. (Ferrell, Hartline & Lucas, p.13)

These channels of authority need to be clear and streamlined, but they must also be efficient. A marketing plan is time sensitive and focused for a specific window of execution.

It is also critical that these individuals make efficient and timely decisions with respect to the marketing plan. To give the plan every chance for success, very little time should elapse between the completion of the plan and its implementation. (Ferrell, Hartline & Lucas, p.13)

PSYOP is no exception to these paradigms. The simpler the approval chain for PSYOP, the more concise and expedient the PSYOP campaign is.

E. A POSSIBLE SUBJUGATION OF STRATEGIC PSYOP GOALS TO OPERATIONAL COMBAT PLANS.

The objectives of the marketer or PSYOP must be the objectives of the stakeholders. Sub-objectives for sub-stakeholders are important, but they must not take priority over or interfere with stakeholder objectives. It is important that the main stakeholder states the objectives for the entire organization. All sub-objectives must support the primary objectives. Also the objectives set for the marketer must be feasibly accomplishable and have definable measures of effectiveness.

There are two levels of marketing (strategic and implementation) and three levels of PSYOP (strategic, operational, and tactical). While these levels must be nested in each other, the strategic efforts must be allowed to operate at that level. The other processes are separate processes conducted only to support the higher level. This means that a marketing department can not be subjugated to another department of the corporation. Similarly, strategic PSYOP can not be subjugated to tactical or operational units. Strategic marketing involves processes that must be linked at the highest level of corporate management.

The process of strategic marketing planning includes identifying or establishing an organizational mission, corporate strategy, marketing goals

and objectives, marketing strategy, marketing goals and objectives, marketing strategy, and finally the marketing plan. (Ferrell, Hartline & Lucas, p.2)

These processes can not be done at lower levels of management.

F.   A LACK OF COMPETITOR ANALYSIS INTEGRATION INTO THE MANAGEMENT PROCESS

In order to understand the options available to the target audience the marketer must define its competition. "Competitors are those that satisfy the same customer need" (Kotler, p.153). This includes direct competitors and indirect competitors. Figure 3-6 illustrates an examination of Eastman Kodak's competitor definition.

Source: Jeffrey F. Rayport and Bernard J. Jaworski, e-Commerce (New York: McGraw-Hill, 2001), p. 53.
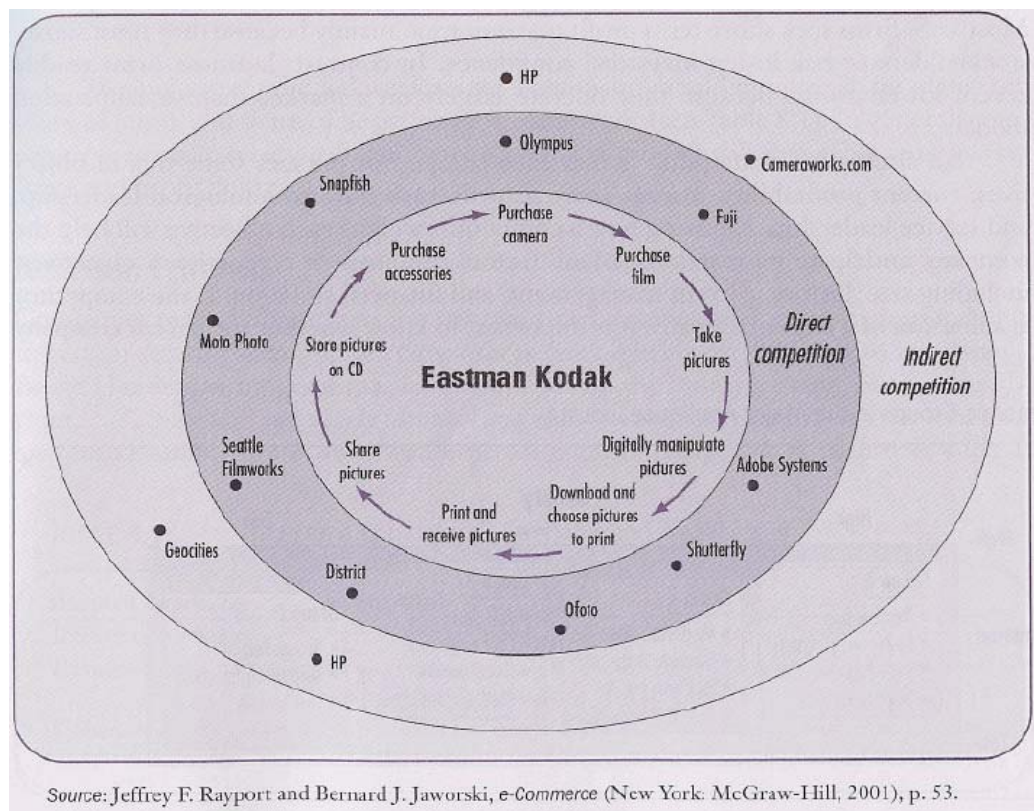
Figure 3-6.   Competitor Map (Kotler, p.153)

The innermost ring defines the products or services the Eastman Kodak provides. The middle ring defines direct competition that satisfies the same needs. The outermost ring identifies indirect competitors who satisfy the same needs through alternate means. While this map is focused on profit from products and services, a map based on

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Maslow's hierarchy can be developed with direct correlation to PSYOP target audience needs.

After the competitors have been identified, they must be analyzed with respect to their influence on stakeholder objectives. To do this the marketer must identify their "strategies, objectives, strengths and weaknesses, and reaction patterns" (Kotler, p. 154).

The competitors' strategy is how he will try to influence the target market. This includes the competitor's "product quality, features, and mix; customer services; pricing policy; distribution coverage; sales force strategy; and advertising and sales promotions programs"(Kotler & Armstrong, p.569).

The next step is to define the competitor's strengths and weakness. This means defining which products the competitors have that are better suited to the target audience than your own products; and which products you have that are better than the competitors. This will help the marketer define how the products can compete in an overall strategy.

Finally, the marketer must understand how the competition will react to actions taken. If the marketer reduces the price of a product will the competition counter or will the competition change their product to add more value for their higher price. Will they even react at all? These are important questions to answer to understand the changing competition environment.

These concepts are even more relevant to PSYOP as PSYOP competitors are often of the same culture as the target audience is. This gives them an immediate advantage over PSYOP. Competing PSYOP is the number one enemy of PSYOP, and often the cause of failure of PSYOP products.

G. NO BALANCE OF COMPETITOR/TARGET AUDIENCE ORIENTATION

It is important to realize that the competition is not the focus of marketing. The customer is.

Consumer-oriented marketing means that the company should view and organize its marketing activities from the consumer's point of view. It

should work hard to sense, serve, and satisfy the needs of a defined group of customers. Every successful company that we've discussed in this text has had this in common: an all-consuming passion for delivering superior value to carefully chosen customers. Only by seeing the world through the customers' can the company build lasting and profitable relationships. (Kotler & Armstrong, p.648)

However, a marketer can not focus only on or the other. A customer-centered company focuses only on customer needs and wants without respect to how the competition is marketing to them. A competitor-centered company focuses on how to combat the competition and not how to please the ultimate goal, the customer's satisfaction. Therefore a balance must exist between these two concepts where both are taken into account in a market-centered focus.

In marketing the market focus has evolved from three earlier stages. "In the first stage, they were product oriented, paying little attention to either customer or competitors. In the second stage, they became customer oriented, and started to pay attention to customers. In the third stage, when they started to pay attention to competitors, they became competitor oriented. Today companies need to be market oriented, paying balanced attention to both customers and competitors"(Kotler & Armstrong, p.586).

H. NO DEFINITION OF COMPETITIVE STRATEGIES TO COUNTER COMPETITORS

Once competitors have been defined and analyzed, the marketer can now develop strategies to combat the competition and gain his market share. In competing there are two strategies: attack or defend. The first step for the marketer is to define which of these two to conduct.

Defensive strategies are reactionary. Therefore, unless conducting a preemptive defense, the defender is usually responding to actions taken or information given by competitors. In a defense a marketer tries to retain the market share that he already holds. Inversely the attacker is trying to steal the same market share. The major flaw of defensive marketing operations is that the defender becomes secondary to the attacker in

the target audience's mind. It is said, "The easiest way to get into a persons mind is to be first"(Trout, p.21). "The hard way to get into a persons mind is second. Second is nowhere"(Trout, p.23). A marketer or PSYOPer must decide whether a competitor will use product advantage or negative information to attack. This is an easy decision, as illustrated by Appendix 1. A game theory approach to the problem reveals that competitors will always use the opportunity to attack.

While a defense is not always the best option, there are ways to defend against an attack. The first is to perform a preemptive defense, which is an attack based upon intelligence of an impending threat. The second is to counterattack. Third is to change your area to include areas that the competition does not encompass. Finally, the defender can secede a sector of the market in order to protect the remaining market share.

If you are not the market leader, attacking a competitor is the best way to deal with competition as it puts the competitors in the reactionary position. "Offensive warfare is a game for the No. 2 and No. 3 company in a given field" (Ries & Trout, 1986, p.67). There are several ways to attack in marketing terms. This includes: price-discount, lower-price goods, prestige goods, product proliferation, product innovation, improved services, distribution innovation, manufacturing cost reduction, or intensive advertising promotion. It is best not to rely on only one of the above strategies but a combination of them.

Another way to attack is to conduct guerrilla marketing. This is comparable to the concept of "gray" or "black" PSYOP where the source of the PSYOP is either unsure or intentionally misrepresented, respectively. While PSYOP conducts propaganda analysis, it does not conduct a full competitor analysis, and strategy for dealing with them. These marketing concepts are directly transferable to PSYOP.

I.   A LACK OF PSYOP COMMUNICATIONS MIX.

The communications mix is the integration of advertising, sales promotion, public relations, personal selling, and direct marketing. The communications mix has replaced mass marketing in developing relationships with consumers.

Two major factors are changing the face of today's marketing communications. First, as mass markets have fragmented, marketers are shifting away from mass marketing. More and more, they are developing focused marketing programs designed to build closer relationships with customers in more narrowly defined micromarkets. Second, vast improvements in information technology are speeding the movement towards segmented marketing. (Kotler & Armstrong, p. 468)

The advent of multiple new technologies and the reemergence of one to one marketing have replaced old methods of communications. "although television, magazines, and other mass media remain very important, their dominance is now declining. Market fragmentation has resulted in media fragmentation--in an explosion of more focused media that better match today's targeting strategies…In all, companies are doing less broadcasting and more narrowcasting"(Kotler & Armstrong, p.468). Integrating the communications is essential. However, marketers must ensure all media of communication stay on message and do not conflict.
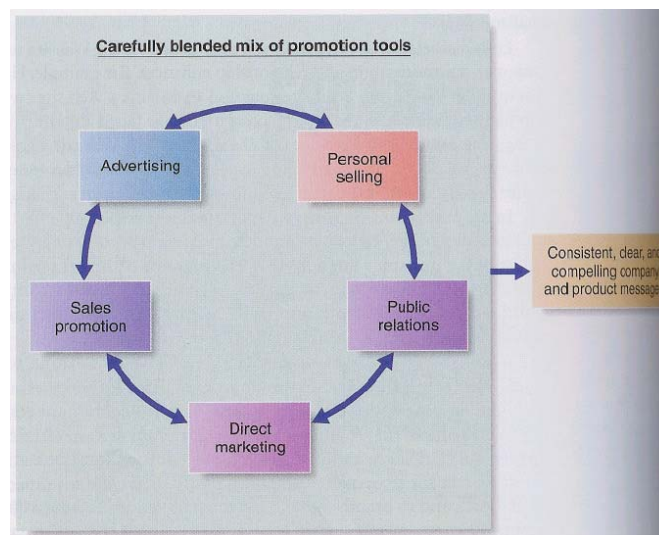
Figure 3-7.   Communications Mix (From Kotler & Armstrong, p.470)

Each component of the communications mix has aspects peculiar to its success. Advertising has a lower rate of believability but a low cost. Personal selling and direct marketing have a high rate of believability but a high cost and are time consuming. Public relations are not directly linked to sales, but are essential for the success of advertising, direct marketing and personal selling. Sales promotions are temporary tools used to draw market share to the product, with the hope of product loyalty after the sale is

over. An integration of all of these communication means is far more successful than any one on its own. PSYOP is similar to this in that face to face PSYOP, broadcast, and print media must be integrated with the overall campaign public relations and publicity for the PSYOP campaign to be successful.

J.   PRODUCT CENTRIC FOCUS

Paying too much attention to the product rather than the consumer needs is a product centric focus. In marketing the term is "marketing myopia".

> Many sellers make the mistake of paying more attention to the specific products they offer than to the benefits and experiences produced by these products. These sellers suffer from "*marketing myopia*". They are so taken with their products that they focus only on existing wants and lose sight of underlying customer needs. (Armstrong & Kotler, p8)

This means that the success of the organization depends on the product being a success, rather than fulfilling the consumer's needs. By focusing on the consumer needs the corporation understands the product is secondary and must be adapted as needs change. Even if the product is initially successful, eventually either the consumer needs will change or another product will come along which fulfills the need better.

> They forget that the product is only a tool to solve a consumer problem. A manufacturer of quarter-inch drill bits may think that the consumer needs a drill bit. But what the consumer really needs is a quarter inch hole. These sellers will have trouble if a new product comes along that serves the customer's needs better or less expensively. The consumer with the same *need* will *want* the new product. (Armstrong & Kotler, p. 8)

The simple solution to this myopia is to focus on the consumer and the market instead of the product. Similarly, PSYOP can not focus on their products, rather they must focusing on fulfilling target audience needs. The product is just a means to an end.

K.   CONCLUSION

While these are not all of the principles of marketing, these concepts should be integrated to the PSYOP campaign management process to assure campaign success.

While it is harder to sell someone ideas or a belief system than it is to sell them a can of soda, the process is still the same. The following chapter has recommended changes to address the shortcomings from Chapter II based on marketing concepts.

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IV.   RECOMMENDATIONS

A.   INTRODUCTION

Chapters II and III outlined the weaknesses of current PSYOP doctrine and the marketing concepts to repair those said weaknesses.   This chapter will discuss recommended changes for PSYOP at all levels.   For the process to become more effective, changes in thinking must be made at national levels as well as organizational levels. The weaknesses in doctrine for which recommendations will be made are:

1. Lack of clearly defined stakeholders/approval authority.
2. A possible subjugation of strategic PSYOP goals to operational combat plans.
3. A lack of competitor analysis integration into the management process.
4. No balance of competitor/target audience orientation.
5. No definition of competitive strategies to counter competitors.
6. A lack of PSYOP marketing mix.
7. Product centric focus.

The recommendations will also include a template for PSYOP campaign/program management based upon existing PSYOP doctrine and the marketing concepts that complement them.

B.   CLEARLY DEFINED STAKEHOLDERS AND APPROVAL AUTHORITY

It is essential that the PSYOP stakeholder and approval process be streamlined at the national level. Current doctrine has multiple levels of both. For PSYOP to be able to clearly define objectives they must work directly for their stakeholder and not a subset of said stakeholder. Whether this authority is the President, the State Department, or the supported combatant commander is irrelevant, as long as the stakeholder holds all approval authority.

This authority must also understand that while it has input into the process, it does not control the marketing of ideas to the target audience, as it does not hold the expertise and research that PSYOP has. PSYOP must control the product revisions, not the stakeholder.

C. A POSSIBLE SUBJUGATION OF STRATEGIC PSYOP GOALS TO OPERATIONAL COMBAT PLANS

PSYOP is rarely used at the tactical level. PSYOP main purpose is to market the ideas of the national military strategy and influence target audiences to fall in line with them. To subjugate PSYOP beneath the national level causes PSYOP importance to fall below combat priorities, when in fact PSYOP must be of equal priority, as it is conducted before, during, and long after combat. Therefore tactical PSYOP units can be subservient to combat units. However, the POTF importance must be on equal level as its objectives, be that operational, strategic, or national.

Similarly to strategic marketing, strategic PSYOP must operate with the top levels of strategic management. The solution lies in establishing a working relationship between the POTF and a singular strategic decision making authority. The POTF must work for this authority at the national level and develop a PSYOP campaign plan which will be the basis for all lower levels of PSYOP as well as the basis for conveying the national message.

D. PRODUCT CENTRIC FOCUS

It is essential that PSYOP management be conducted with a top down versus bottom up approach. This means that the strategic campaign must be developed from strategic goals to operational goals and finally to individual tactical goals. This must be a nested concept in which the tactical goals support the operational goals, which in turn support the strategic goals. The overemphasis on individual products causes the strategic PSYOP campaign to be relegated to a tactical campaign.

By developing the PSYOP campaign from the top down with a focus on target audience needs and national conditions, the POTF can reduce the focus on physical products. The objectives developed at the strategic level must target these needs. Individual products are important but they must not become the absolute focus of the POTF

E. **PSYOP CAMPAIGN MANAGEMENT (RECOMMENDED ADDITION TO FM 3-05.301)**

The remaining suggestions will follow in this recommended adaptation of doctrine. This is a start point for PSYOP to manage its own campaigns. As with all doctrine, it is just a guide, and can be adjusted as needed.

Psychological operations are a process unique to any other in the military. PSYOP is a combination of marketing, advertising, and public relations. They involve national level objectives that exceed the limits of the conventional military and require an integration and understanding of all levels of government. Therefore, while the normal 17-step planning process is still a necessary part of PSYOP planning, a PSYOP campaign/program management tool must also be conducted in coordination with the 17-step process, for any campaign to be successful. Figure 4-1 and the following sections outline the PSYOP campaign management process.
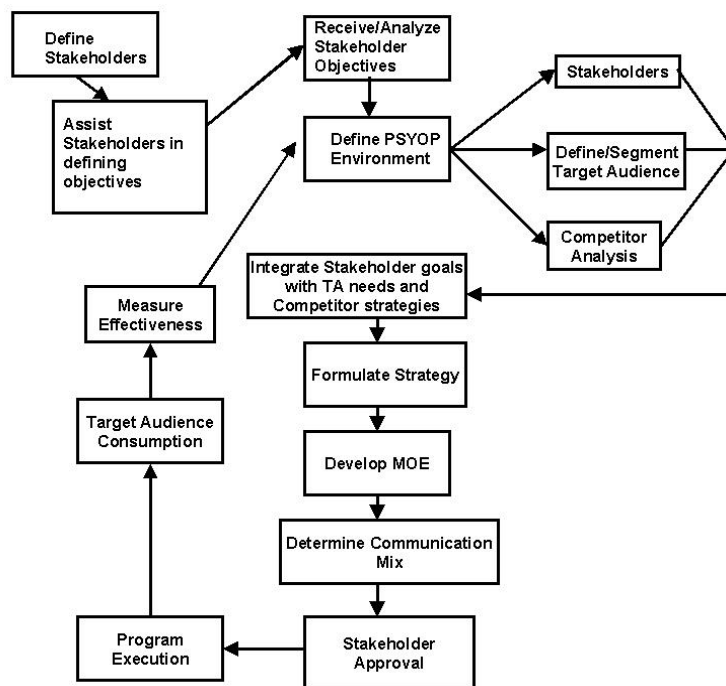
Figure 4-1. PSYOP Campaign Management

1. **Step 1 – Define Stakeholders**

Stakeholders are essential to defining the operations of PSYOP. A stakeholder is defined as the organization or individual that holds both approval authority and objective

tasking ability. Stakeholders may change from mission to mission. It is essential to know who holds this ability, as this will be who defines the nature of PSYOP for the assign mission.

2. Step 2 – Assist Stakeholders in Defining Objectives

Stakeholders are not psychological operators and therefore they may have an incorrect understanding of how PSYOP is successful in achieving its goals. The senior PSYOP planner must assist the stakeholder in developing reasonable objectives for PSYOP to accomplish or support. The planner must not try to change the stakeholder objectives, but tailor them to fit objectives accomplishable by PSYOP. It is also essential that the PSYOP planner inform the stakeholder that all sub-units of the stakeholder must be integrated into the overall PSYOP plan. This include combat arms units conducting PSYACTs, integrating the public relations campaign with the PAO, and integrating with OGA's.

3. Step 3 - Receive and Analyze Stakeholder Objectives

This represents the beginning of the POTF campaign management process. The POTF receives the objectives of its stakeholders, analyzes, and if need be clarifies them with the stakeholder. The objectives must be clear at the beginning of the campaign, any significant shift in objectives marks the beginning of a new campaign, and the process starts over, therefore it is essential that the POTF and stakeholder have an agreement on objectives at this point as the stakeholder relinquishes control of the objectives.

4. Step 4 - Define the PSYOP Environment

This is an essential and continuous process that must be well defined in the beginning of campaign management. There are three subsets to the environment: stakeholders, the target audience, and competitors.

a. Sub-step A - Stakeholders

Stakeholder analysis has already been conducted in the previous steps of this process. However, it is important to ensure their objectives are integrated with the other two parts of the environmental analysis to ensure that all the environmental needs coordinate.

b.   *Sub-step B - Target Audience Segmentation/Analysis*

This subset is where the Target Audience Analysis is conducted. However, the target audience must be segmented into groups that will respond similarly to PSYOP products. Groups must be segregated by their susceptibility to PSYOP and their influence for or against the accomplishment of PSYOP objectives. After this has been done the Target Audience Analysis Worksheet will be completed.

c.   *Sub-step C - Competitor Analysis*

Competitor analysis does not replace propaganda analysis. However, it is essential to know what options a target audience has in fulfilling its needs. The first step in this process is conducting a competitor map, as in Figure 4-2.
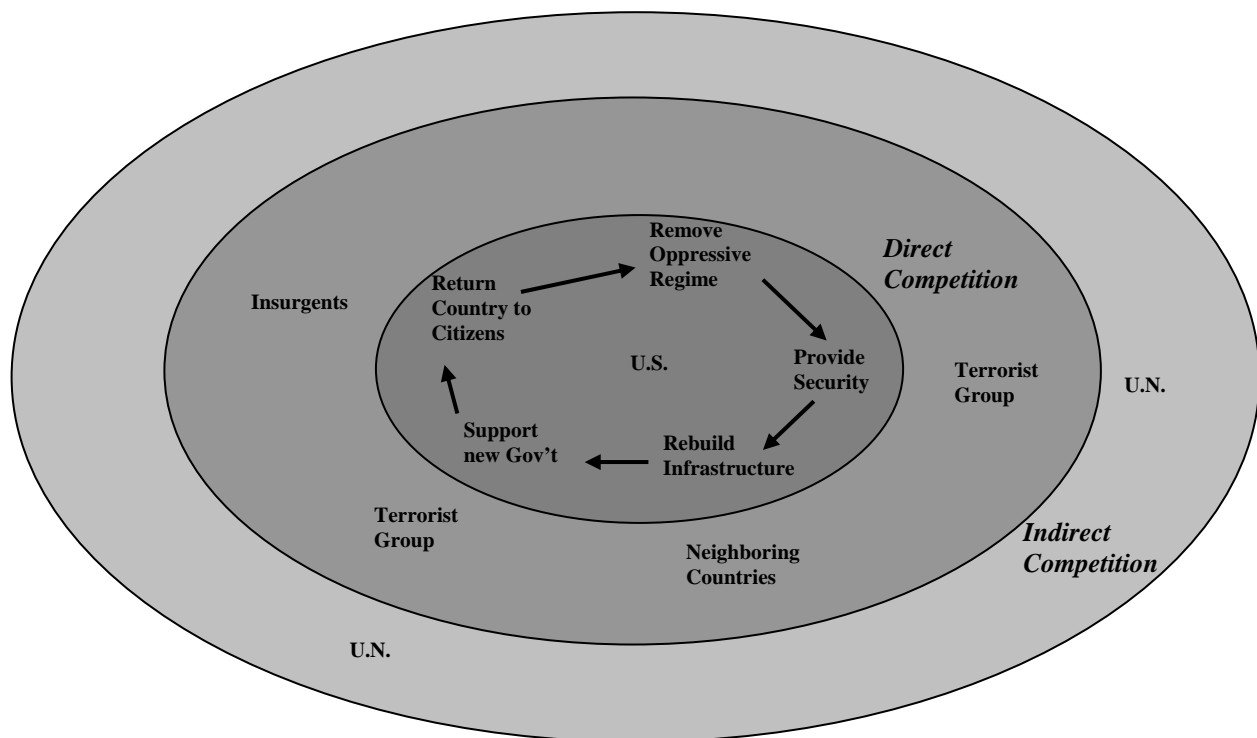
Figure 4-2.   Competitor Map

After the competitors have been identified, they must be analyzed with respect to their influence on stakeholder objectives. To do this the marketer must identify their strategies, objectives, strengths and weaknesses, and reaction patterns.

5. Step 5 - Integrate Environmental Factors

Once the individual environmental factors are understood, it is essential that the POTF understand how they integrate with each other or fail to. This is essential in identifying the strengths and weakness of the environment so that the POTF can formulate a plan to attack the weakness and defend against the strengths.

6. Step 6 - Formulate a Strategy

The POTF must take the strengths and weaknesses identified in the previous step and decide the best way to approach the objectives within the parameters of the environment. Target audiences must be selected. Competitive strategies must be formulated to account for competitors PSYOP. The POTF can not conduct purely reactionary defensive PSYOP against its competitors. Once the target audience is selected, and a competitive strategy is selected, it must be double-checked to ensure alignment with stakeholder objectives.

7. Step 7 - Develop Measures of Effectiveness

Measures of effectiveness (MOEs) must be developed peculiar to PSYOP actions. MOEs must not include any other action that could have possibly influenced the target audience. This can be done with interviews, questionnaires, surveys, or covert intelligence collection. The POTF must understand how its products have influenced the target audience towards or against its objectives.

8. Step 8 - Determine Communications Mix

PSYOP can not be a single channel or media system. All channels of media must be integrated; advertising, sales promotion, public relations, personal selling, and direct marketing. The POTF must integrate its internal assets with external organizations to ensure all communications stay on message. Print, broadcast, face to face, and guerrilla must be integrated with public relations and combat plans to accomplish the objectives. The appropriate mix must be determined by the channels available, and the susceptibility of the target audience to the channels.

9.   Step 9 - Program Execution and Target Audience Consumption

The stakeholder must approve program execution; however, the stakeholder should not hold creative control over product adjustment. Once campaign approval is given, the campaign will be executed as per the strategy developed in the previous steps. Once products have been disseminated, the target audience will consume them and react.

10.   Step 10 - Measure Effectiveness

Once the target audience has consumed the product and taken action the effectiveness of the campaign and products must be evaluated based upon MOEs. The affects on unintended target audiences, competitors, and stakeholders must also be evaluated. Once these effects are understood, and if the stakeholder objectives are not satisfied, the process returns to step 4 and redefine the PSYOP environment and adjust campaign execution.

F.   CONCLUSION

Marketing and PSYOP are clearly two separate processes. Marketing has evolved for the ultimate goal of financial profit. PSYOP has evolved for the ultimate goal of influencing hearts and minds. However, the fundamental processes are similar. The integration of marketing campaign management is a sound basis for the establishment of a PSYOP campaign management doctrine. This doctrine is not a rule, but a guide. The doctrine should also evolve as the process of influencing populations evolves. The ultimate recommendation for this thesis is to integrate adapted marketing principles into PSYOP doctrine, and ultimately develop a national PSYOP marketing strategy. Without accepting these principles PSYOP will be limited to ineffective advertising, and campaigns will ultimately be handicapped by its limitations.

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APPENDIX A.   ANALYZING MILITARY PUBLICITY STRATEGIES USING GAME THEORY

1. Assumptions

As a result of the global media network, the Internet, and traditional communications outlets, the United States is forced to make instant decisions on whether to publicize negative events to the media or to close hold the information in hopes of it not going public. The following assumptions are made in order to develop the matrix required to understand the outcomes of a partial conflict game between the United States and its opponent propagandists.

a. All information, no matter the classification, will be leaked in some sense to the public or opponent at an undeterminable time.

b. Any opponent of the U.S. has some access to a media outlet with a reasonable dissemination time.

c. The U.S. wants to minimize the effects of negative events, while taking responsibility for the event.

d. Opponents of the U.S. will use any information to negatively propagandize the U.S. even if it includes partially correct information.

e. Dissemination of information, that is later found to be false, will detract from the legitimacy of either side of the game.

f. Opponent propaganda outlets can not be censored 100%.

g. The U.S.'s target audience is the local populace and the world media. Their goal is to reinforce the U.S. legitimacy and support

h. The Opponents target audience is local populace and the world media. Their goal is to erode support for the U.S. and its legitimacy.

i. U.S. and Opponent values are not equal.

j. The first information reported on an event is more believable to a target audience. All future information is seen as from the side not initially reporting is seen as less legitimate.

2.   The Game

The question to be analyzed: Is it better for the U.S. to immediately publicize its negative events or to keep the information secret unless it is used for propaganda against the U.S.

a. United States Options

On a scale of 4 to 1, with 4 being the best option and 1 being the worst option, this game assumes the rankings depicted in Table 1 for a U.S. objective of minimizing the negative propaganda effects of negative events.

4	Best Choice	The U.S. does not publicize negative events and the information is not leaked or propagandized in the immediate future.
3	Second Best	The U.S. publicizes negative events and the information is not leaked or propagandized in the immediate future.
2	Third Best	The U.S. Publicizes negative events in response to the

		information being used as negative propaganda.
1	Worst Choice	The U.S. does not publicize negative events even after the information is used as negative propaganda.

Table 1 – U.S. Options

The ordinal utility is relevant to individual events. However, for the purpose of this game, the ordinal utility is equal to the cardinal utility. This means that 4 is twice as good as 2, 3 is three times as good as 1 and so on. Making this assumption is necessary for Nash Arbitration. The utility scale in Figure 1 illustrates this assumption.

1   2   3   4
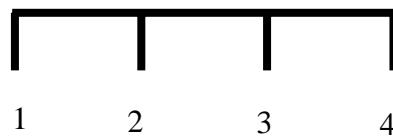
Figure 1 – U.S. Utility Scale

b. *Opponent/Propagandists Options*

On a scale of 4 to 1, with 4 being the best option and 1 being the worst option, this game assumes the rankings depicted in Table 2 for an Opponent/Propagandist objective of maximizing the negative propaganda effects of negative events.

4	Best Choice	The Opponents use negative events for propaganda and the U.S. does not respond to the information
3	Second Best	The Opponents use negative events for propaganda and the U.S. responds later.
2	Third Best	The Opponents do not use negative events for propaganda, but the U.S. publicizes the event.
1	Worst Choice	The Opponents do not use negative events for propaganda, and the U.S. does not publicize the event.

Table 2 – Opponent/Propagandist Options

Again the ordinal utility is relative to individual events. However, for the purpose of this game, the ordinal utility is equal to the cardinal utility. This means that 4 is twice as good as 2, 3 is three times as good as 1 and so on. Making this assumption is necessary for Nash Arbitration. The utility scale in Figure 2 illustrates this assumption.
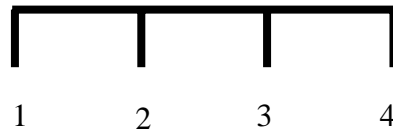
Figure 2 – Opponent/Propagandist Utility Scale

c. *U.S. vs. Opponent/Propagandist*

Based on the above assumptions and rankings of desired outcomes, a game

develops with the matrix as shown in Figures 3 and 4.

Opponent/Propagandist
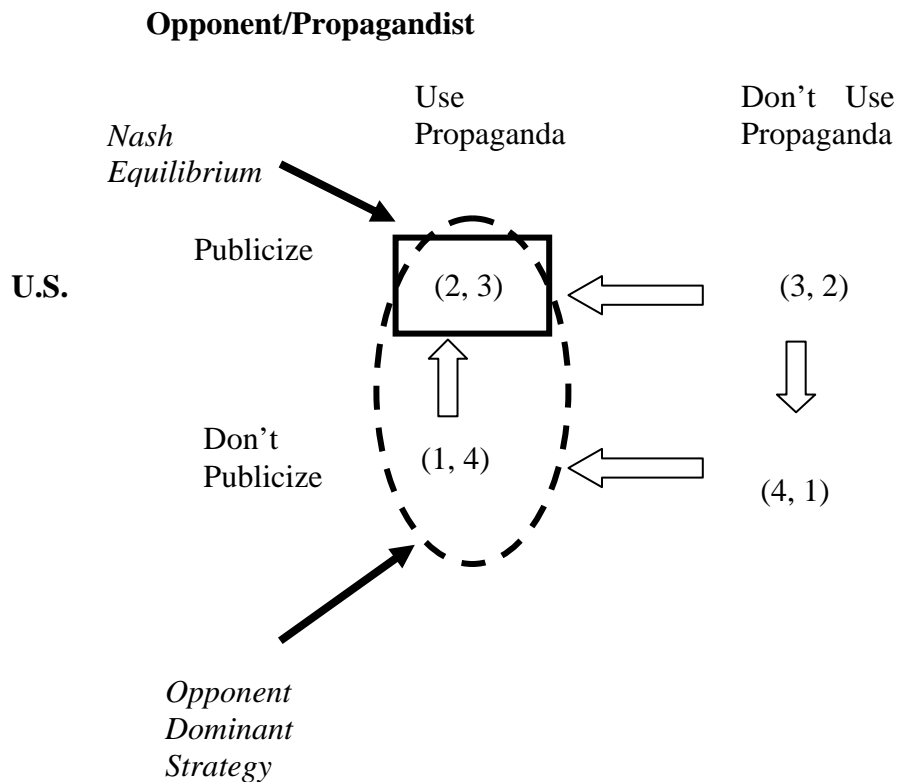
Figure3- U.S. vs. Opponent/Propagandist

As a result of the expected payoffs, it is determined that a Nash

Equilibrium exists at (2, 3), U.S. publicizes information and Opponent/Propagandist uses

negative propaganda. A Nash Equilibrium is a point at which no player can benefit by

departing from its strategy. It is also shown that the Opponent/Propagandist has a

dominant strategy of using negative propaganda.

Opponent/Propagandist
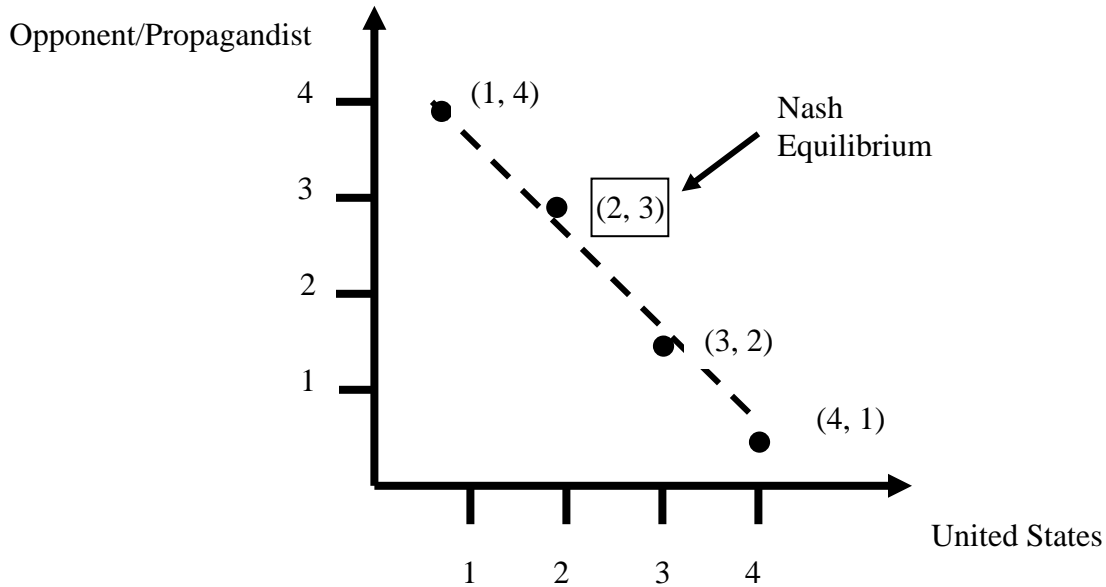
Figure 4 – U.S. vs. Opponent/Propagandist

While the graph is a zero sum game, it is important to note that while the ordinal

and cardinal values for the players are equal, the comparison of the two players values are

not equal. Figure 5 illustrates this fact. In other words a ranking of 1 or two for the

Opponent/Propagandist is far more acceptable than the same rankings for the United

States, and inversely, a 3 or 4 is far more important to the United States.
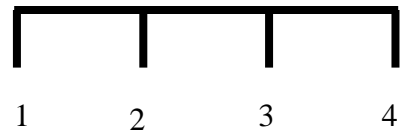
Opponent/Propagandist Values

U.S. Values

Figure 5 – U.S. vs. Opponent/Propagandist Values

d. *Conclusion*

As figure 4 illustrates all options are on the Pareto optimal line. While either player benefits from the first move, both players can also improve their position with a second move. This means that the Opponent/Propagandist can improve its position to a (3, 2) – Opponent/Propagandist uses event for negative propaganda after the U.S. publicizes the information. To the contrary, the U.S. can improve its situation by publicizing to a (2, 3) U.S. publicizes event second after Opponent/Propagandist uses negative propaganda. Therefore the conclusion is that the United States must realize their negative events when they happen and move first by publicizing the

information before the opponent uses it for negative propaganda. This is the only way for they U.S. to improve its position in a rational game.

e. Explanation of Outcomes

(1, 4) – Not possible in a rational game as the U.S. has the ability to move second and improve its position

(2, 3) – Best Possible outcome for the U.S. if the U.S. waits for the Opponent/Propagandist to move first. (Nash Equilibrium)

(3, 2) – Best Possible outcome for the U.S. in a rational game. Only possible if the U.S. moves first.

(4, 1) – Not possible in a rational game as the Opponent/Propagandist's strategy is dominated by using negative propaganda.

APPENDIX B.   THE 7 PHASE PSYOP PROCESS

Slide 1

Slide 2

Terminal Learning Objective

ACTION: Articulate the seven phases of the PSYOP process

CONDITION: Conference discussion

STANDARD: Complete a practical exercise (PE) by employing the seven phases of the PSYOP process during STX training

Slide 3

Reason

- Conducting a successful PSYOP effort is predicated upon the proper application of the PSYOP process throughout the operation

Slide 4

Slide 5

Phase 1 – Plan Development and Management

PSYOP Objectives

- POs can be thought of as what PSYOP will do for the supported commander
- Must be written in verb – object format
- Must be measurable and behavior focused
- Avoid words like Persuade, Dissuade, Facilitate, Educate, and Influence
- Written in support of an operation from "cradle to grave"

Phase 1 – Plan Development and Management

Supporting PSYOP Objectives

- A SPO is the specific behavioral or attitudinal response desired from the TA as a result of PSYOP. The SPO is what PSYOP will do to influence the TA to achieve POs.
- Must be written TA - verb – object format
- Must be measurable and behavior focused
- Must support the accomplishment of a PO
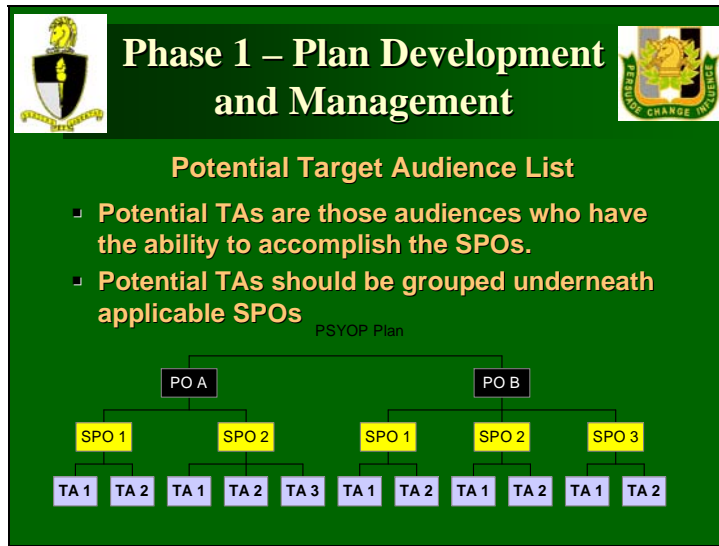
Slide 7

Phase 1 – Plan Development and Management

Potential Target Audience List

- Potential TAs are those audiences who have the ability to accomplish the SPOs.
- Potential TAs should be grouped underneath applicable SPOs

Slide 8

Phase 1 – Plan Development and Management

Measures of Effectiveness

- Measures of Effectiveness are Tools used to measure results achieved in the overall Mission and execution of assigned tasks. Measures of Effectiveness are a prerequisite to the performance of combat assessment (JP 1-02)
- MOE are the mechanism that allows PSYOP to successfully evaluate to what degree the objectives have been met
- Relationship to intelligence, targeting, and reconnaissance
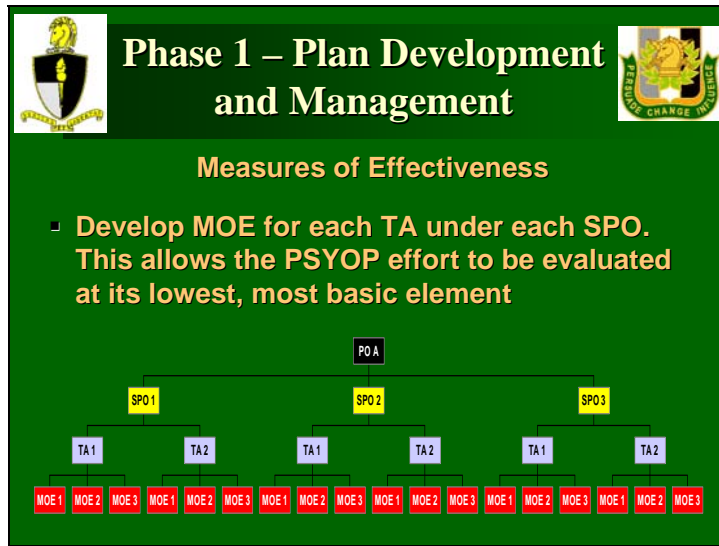
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Phase 1 – Plan Development and Management

Measures of Effectiveness

- Develop MOE for each TA under each SPO. This allows the PSYOP effort to be evaluated at its lowest, most basic element

Slide 10

Check on Learning

- A PO must be . . . ?

  Measurable, behavior focused
- When are MOE developed?

  MOE are questions developed during planning
- Having MOE developed for each TA under each SPO allows for what?

  The PSYOP effort can be evaluated at the most basic element

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Slide 12
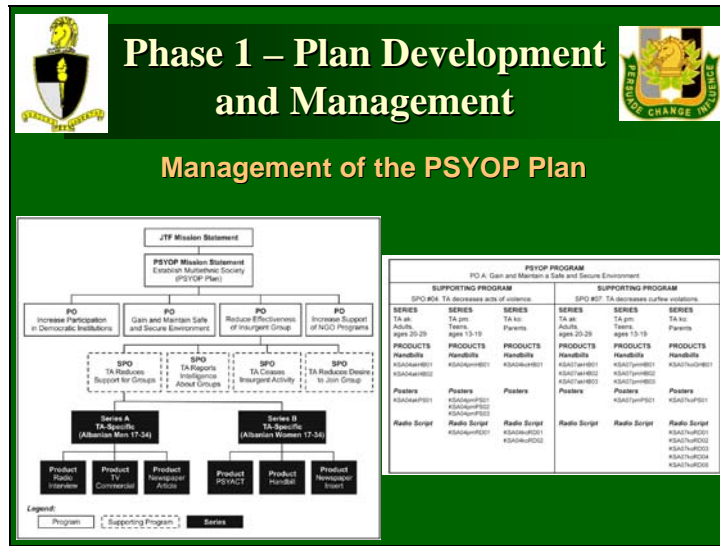
Phase 2 – Target Audience Analysis

Two methods of doing PSYOP

- **PSYOP BY "GOOD IDEA"**

- **PSYOP BY ANALYSIS**
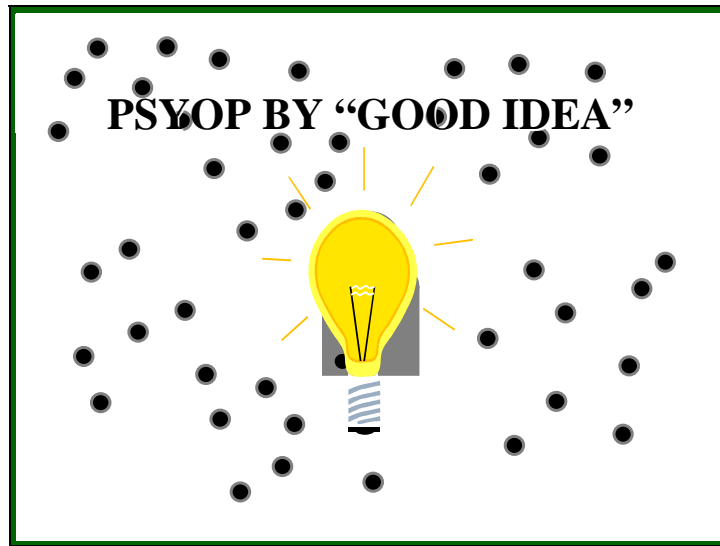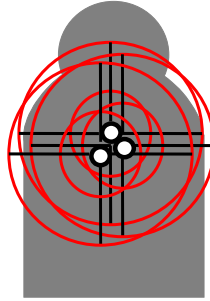
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Phase 2 – Target Audience Analysis

Select Header Data for the TAAW

- Forms a frame of reference for the analyst
- Includes the analysts name, original date and any revision dates
- Identifies the operation and PSYOP Objective
- Includes the Target audience and most importantly the SPO

Phase 2 – Target Audience Analysis

Select the Target Audience

- **Begins with the broad TA identified during planning**
- **May be refined during the TAAP**
- **TA's can be organized into 5 types**
  - **Groups (primary or secondary)**
  - **Categories**
  - **Aggregates**
  - **Key communicators**
  - **Centers of gravity**

Phase 2 – Target Audience Analysis

Identify Conditions

- Largely beyond the control of the TA
- Consist of a stimulus, orientation and behavior
  - *Stimulus* - Event, issue, characteristic
  - *Orientation* - How a group feels or thinks about a given stimulus
  - *Behavior* - The outward observable action or inaction after being exposed to a stimulus and filtering it through one's own orientation
- Thoroughly researched using open and classified sources
- Must identify the source of each condition on the TAAW

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Phase 2 – Target Audience Analysis

Determine Vulnerabilities

- Determine the needs, wants, and desires that arise from conditions
- Establish a needs hierarchy
- Identify any type of needs conflicts
  - Approach – Approach
  - Approach – Avoidance
  - Avoidance – Avoidance
- Ensure all needs that are identified relate to the SPO

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Phase 2 – Target Audience Analysis

Select Lines of Persuasion

- An LOP is an argument used to obtain the appropriate behavioral response from the TA
- Main argument
- Supporting arguments
- Appeal
- Technique
- Develop as many LOPs as necessary to address all needs identified

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Phase 2 – Target Audience Analysis

Identify Symbols

- There must be symbols chosen for each LOP
- A symbol is a means used, usually visual, that helps convey, reinforce, or enhance the LOP
- Must be recognizable to the TA
- Must have meaning or resonate in some way with the TA

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Phase 2 – Target Audience Analysis

Determine Susceptibility Rating

- Rate the susceptibility of each line of persuasion
- The rating estimates how effective the LOP will be in motivating the TA to behave in the desired manor
- Ratings are from 1 to 10 with 10 meaning that the TA will definitely change is behavior based on this LOP
- This demonstrates which LOP will have the greatest influence on the TA and why
- The stronger the vulnerability, the more susceptible the TA will be to the LOP that exploits it

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Phase 2 – Target Audience Analysis

Determine Accessibility

- Accessibility seeks to determine what mix of media will effectively carry the developed LOPs and appropriate symbols to the TA
- Determine how the TA normally receives their information (newspaper, radio, TV, etc)
- Determine the reach and frequency of each medium
- Discuss each medium on the TAAW and give it a rating along with advantages and disadvantages
- This will be crucial to series development

Phase 2 – Target Audience Analysis

Determine Effectiveness

- Effectiveness is the actual ability of the TA to carry out the desired behavioral or attitudinal change
- Rate how effective this TA will be in accomplishing the SPO
- On the TAAW ensure that a discussion of any restrictions that the TA must overcome to accomplish the SPO are addressed

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Phase 2 – Target Audience Analysis

Determine Impact Indicators

- Impact indicators are those events that PSYOP Soldiers look for after products have been disseminated
- Positive and Negative
- Direct or Indirect

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Phase 3 – Conduct Series Development

Series Overview

- A series is all the products and actions designed for one TA to accomplish one SPO
- Each TAAW is the source document for one series
- Series development has two parts: SCW and SDW

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Phase 3 – Conduct Series Development

Series Concept Worksheet

- Choose which LOPs will be used in the series
- Select media types ensuring an appropriate media mix based on accessibility ratings in the TAAW
- Determine the necessary number of products needed for each media type chosen
- Determine suspense dates for all product prototypes

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Phase 3 – Conduct Series Development

Series Dissemination Worksheet
- The SDW synchronizes and de-conflicts the dissemination of all products within a series
- SDW considers 6 factors that must be known to coordinate dissemination of products
- Duration
- Timing
- Frequency
- Location
- Placement
- Quantity

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Phase 4 – Product/Action Development and Design

Product Concept Development

- The PAW provides the framework for the product
- Each product is based on the SCW
- Ensure that each product within a series complements and reinforces others
- After the PAW is complete product design begins

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Phase 4 – Product/Action Development and Design

Product Prototype Design

- The PAW is the base document for the design of the product
- Design is when a product concept becomes an actual PSYOP product
- Design is technical in nature

Phase 5 – Approval Process

Approval Overview
- **Product vs. Series**
- **Review Boards**
- **Internal**
- **External**

Phase 5 – Approval Process

Internal Approval
- **Within the PDC or TPDD**
- **Murder boards**
- **Non-attribution**
- **Critical**
- **What about pre-testing?**

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Phase 5 – Approval Process

External Approval
- Know who has approval authority
- Simultaneous Staffing
- Silence is consent

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Phase 6 – Production, Distribution, and Dissemination

- Coordinated and managed by the POTF/PSE 3
- Define Production, Distribution, and Dissemination
- The phase that the PSYOP community has proven to be successful

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Phase 7 – Evaluation

- Pre-testing
- Post-testing
- Surveys
- Panels (Representatives, Experts)
- MOE

Check on Learning

- A PO must be . . . ?

    Measurable, behavior focused

- When are MOE developed?

    MOE are questions developed during planning

- Having MOE developed for each TA under each SPO allows for what?

    The PSYOP effort can be evaluated at the most basic element

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Check on Learning

- **What are the first 3 phases of the PSYOP process**
    - *PSYOP plan development, TAA, Series development*
- **What is one method to help with approval?**
    - *Send a series instead of individual products*

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Terminal Learning Objective

ACTION: Articulate the seven phases of the
   PSYOP process

CONDITION: Conference discussion

STANDARD: Complete a practical exercise (PE)
   by employing the seven phases of the
   PSYOP process during STX training

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Agenda

Phase 1 – PSYOP Plan Development and Management

Phase 2 – Target Audience Analysis

Phase 3 – Conduct Series Development

Phase 4 – Product/Action Development and Design

Phase 5 – Approval Process

Phase 6 – Production, Distribution, and Dissemination
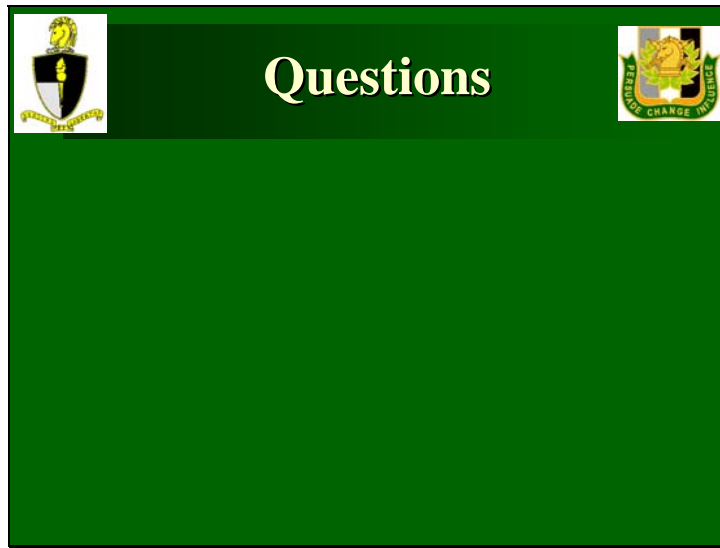
Phase 7 - Evaluation

Reason

▪ **Conducting a successful PSYOP effort is predicated upon the proper application of the PSYOP process throughout the operation**

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